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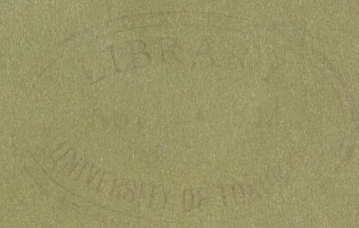
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**UNITED NATIONS**

1951-52



CANADA



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CONFERENCE SERIES 1951, No. 1, PRICE 50 CENTS





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**CANADA**  
and the  
**UNITED NATIONS**  
1951 - 52

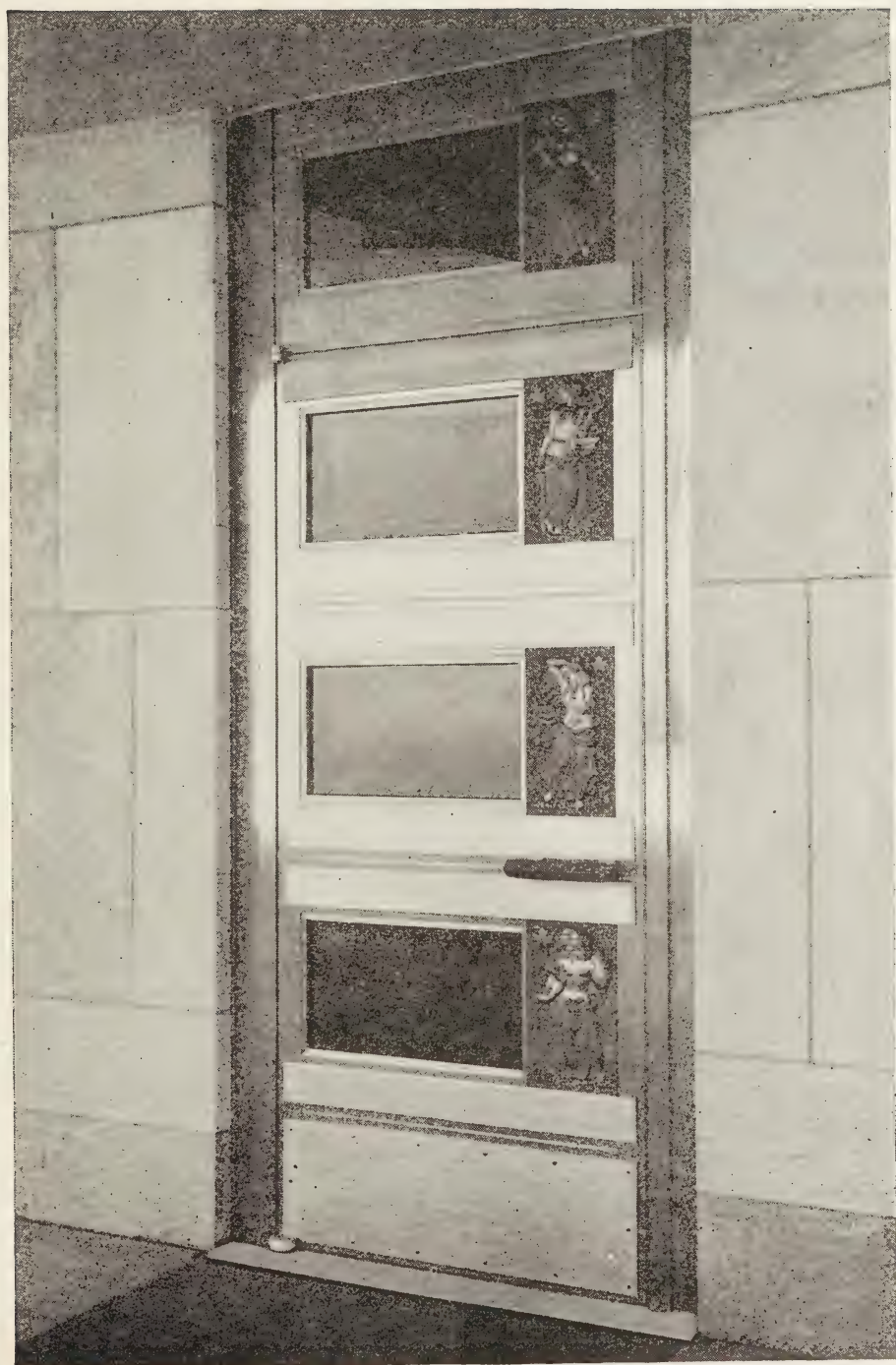
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OTTAWA  
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
1952

*One of the seven identical nickel alloy doors, the gift of Canada to the United Nations, in position at the main entrance to the new General Assembly Building in New York. The doors were designed by Ernest Cormier, and fabricated by the Robert Mitchell Co., of Montreal.*







## FOREWORD

This report describes the main events in the United Nations from the beginning of 1951 to the middle of 1952, as they appeared to Canadian eyes, and the part played by Canada in those events.

The United Nations is neither a military alliance against communism nor an embryonic form of world government. Essentially the Charter of the United Nations is a multilateral treaty which has been ratified by the great majority of sovereign states. It is a treaty with enormous scope and has led to the establishment of machinery for nearly every form of international political, social, economic, cultural and humanitarian co-operation. Yet it is a treaty which is meant specifically to protect the jurisdiction of states in essentially domestic matters. Moreover, it is a treaty which in collective security matters requires for its full enforcement unanimity among the great powers. Not only does this unanimity not exist; there is acute division between these powers — between the free world and the Soviet world. The United Nations did not create this division but it does reflect it. Yet the division would exist, and almost certainly in a more dangerous form, if there were no world organization. Because the United Nations is a mirror of the world, we should not say that it has failed because it reflects an unhappy picture.

If the United Nations may be compared to a mirror, this does not mean that it is an institution which has no personality of its own — that it simply reflects the personalities of the 60 states which comprise its membership. In politics, if not in mathematics, the whole can be greater — or less — than the sum of its parts. Nevertheless it is the member states which give the United Nations life and colour. And the machinery for discussion and conciliation provided by the United Nations is only effective to the extent that compromise and understanding can be achieved between member governments. That the machinery can help tremendously in achieving such compromise and understanding goes without saying.

We must not, however, expect to solve our problems merely by joining a particular international institution, or by discarding one international institution in favour of another. We must rather ask ourselves to what extent we, working with and through one or several international institutions, can best advance towards a solution of the difficulties which beset us. Thus there should be no necessity for Canada to choose between the United Nations and the North Atlantic Treaty Organization. We need the strength for peace that membership in both these organizations can give us. The great purposes for which the United Nations was established and the more circumscribed purposes of NATO are fully consistent with each other and are in their essence not competitive but complementary.

Nor should it be thought that Canadian policies in the United Nations and in NATO will be inconsistent or in conflict with each other. Whatever the international institutions in which Canada may participate, we are the same people, occupying the same geographic position in the world, proud of the same achievements and worried by the same problems. The basic principles of our national life —

our need for unity and security, our belief in political liberty, the protection of our heritage of Christian civilization — affect every aspect of our external affairs. Canadian policies — though they should be national policies — will always be influenced by international factors, by our position in the Commonwealth, our friendship with the United States and with the other countries of this hemisphere; by our historical, racial and cultural ties with Europe, and by our wish to live in friendship and understanding with the new nations of Asia and the Middle East. Factors like these will govern the formulation of Canadian policy, wherever that policy is stated.

There is more to policy-making, however, and a great deal more to policy-implementing, than merely knowing what influences and determines policy, or what seems right and what seems wrong by our own scale of values. The difficulty is to decide not only what is right, but what is feasible — not only what Canada should do and what Canada would like to do, but also what Canada is physically capable of doing, with resources which, though increasing, are still limited. It is a matter of deciding what should be ranked as Project A, and what share of our resources should be devoted to that project, and what share will then remain to be divided among Projects B, C and D. These decisions are the difficult ones. They leave room for wider differences of opinion than the initial decision that all these policies and projects are wise and deserve Canada's support.

In the various United Nations bodies, recently, the word "priorities" has been increasingly heard. This is a symptom of growing awareness that while the things that need doing in the world, and that could be done through the United Nations, are legion, the resources of the United Nations and of its member states are limited. First things must therefore have first priority, if the available resources are not to be dissipated in doing a multitude of things inadequately.

Decisions on priorities can lead to disagreement over national policies. The same is true internationally. In the United Nations disagreement on just such an issue has, in fact, led to a serious rift in recent months. A gap has become apparent between the developed and the under-developed countries of the world. Its most important cause is disagreement over the amount of help which can be extended to the under-developed countries and the rate at which it can be extended. The countries from whom this material help must principally come — and Canada is one of them — contend that they must give priority to defence measures for their own survival. That this must come first is not, in fact, seriously questioned by anyone. The difference of opinion is over the extent to which other pressing problems should be subordinated to this first objective.

The seriousness of this rift in the free world should not be minimized. It is a matter of deep regret that Canada, on more than one recent occasion in the United Nations, has had to oppose certain projects from countries whose friendship we value deeply and for whose aspirations we have the greatest sympathy. At the same time, the importance of this difference of opinion should not be inflated out of all proportion. The communists may gloat over "contradictions in the camp of imperialism". This, however, is



not a basic disagreement comparable to those which separate the Soviet world from the free world. Nor is it a nineteenth century struggle between exploiters and exploited or even between nationalism and colonialism. It is merely a difference of opinion over degree and pace. On the fundamental principles there is general agreement. In recent months there have been indications that the developed and the under-developed countries are moving closer together on this question. The rift, happily, is not a fundamental one; there is no reason why it should be a permanent one.

The United Nations is an agency for the conciliation of political disputes and for the organization of collective action against established aggression, when all methods of mediation and conciliation have been exhausted. It provides, together with the Specialized Agencies, numerous opportunities for international co-operation in almost every form of economic, social, cultural and humanitarian endeavour. Finally, but by no means least, it is an agency with important responsibilities in supervising the evolution to self-government of many peoples now living in dependent status.

The United Nations provides points of diplomatic contact not elsewhere available, and it would not be wise to under-estimate the possible fruits of such contacts. In fact the numerous contacts with the Soviet bloc provided by the United Nations offer the free world the best opportunity to exploit a relaxation of the present tension, if the U.S.S.R. should show a willingness to compromise and co-operate in a way which would make this relaxation possible.

Yet we must not think of international affairs today solely in terms of the cold war, or of fear and insecurity solely in terms of Soviet imperialism. Even if communism had never been invented, and even if the Soviet Union were located on a different planet, a number of serious differences within the free world would remain. For many peoples of the world the most direct political threat, real or imaginary, comes from their next-door neighbours or from the continuation of long-unresolved situations in their particular parts of the world. To such peoples, the existence of the United Nations is not merely a reassuring fact — it provides the actual means of seeking redress for grievances without resort to armed force. It also gives them some assurance that if they are attacked, they will receive in some form or other collective assistance.

This principle of collective security is fundamental to the Charter and Canadian policy is based on an acceptance of that principle. We are convinced that aggression in any part of the world constitutes, in the long run, a threat to every other part, including Canada. Yet today, our acceptance of this principle — or, at any rate, its application in practice — is qualified, as are so many things, by the available resources in the free world. To say we must exercise judgment in deciding how the collective security obligations of the Charter can best be discharged does not mean that we can ever afford to turn a blind eye to any act of aggression. It does mean, however, that those who share the responsibility of defending the free world must exercise the highest qualities of intelligence, as well as of conscience, in deciding where and how the limited forces at their disposal should be applied. But while we must

recognize that collective action to meet aggression may have to vary according to circumstances, the response to aggression in Korea, and the adoption of the "Uniting for Peace" Resolution of November 1950, are evidence of the determination of the majority of the members of the United Nations to work towards the achievement of the kind of collective security envisaged in the Charter. We must not abandon that work.

In the economic and social fields the activities of the United Nations and of the Specialized Agencies touch almost every aspect of our daily life. Indeed, so widespread and diverse are these activities that there is a constant danger of duplication, overlapping and waste effort. Projects are sometimes introduced without sufficient thought about their implementation or as to whether they would duplicate work already being done. It has been the constant effort of Canadian representatives to stress the need for co-ordination, and also the necessity for considering not only the desirability but the feasibility of each project proposed. We have continually emphasized that such proposals should not be considered in the abstract, that is, without regard to how they might be implemented by the states primarily concerned. Not infrequently our emphasis on these points has placed us among the minority in the United Nations and also, as noted above, in opposition to many of our good friends. But we have shown repeatedly that we are prepared to support, by deeds as well as by words, those projects we believe to be both desirable and feasible. Examples of this have been the Canadian contributions to the Expanded Programme for Technical Assistance, to the relief of Palestine refugees, to relief and reconstruction in Korea, and to the International Children's Emergency Fund. Our contributions to these and similar activities have been based on the principle that, in the long run, the maintenance of peace is inseparably bound up with the achievement of economic and social progress.

In questions concerning dependent territories, Canada's experience in achieving self-government and independence has convinced us of the value of gradual and peaceful evolution, as opposed to violent and too sudden change. In the United Nations there is a wide difference of view concerning the degree to which the General Assembly and the Trusteeship Council should intervene in the affairs of dependent peoples, and also concerning the speed with which these peoples should attain independence. The fact is, of course, that the peoples now classified as dependent vary greatly in their ability to manage their own affairs. It follows that we should avoid dogmatism and try to consider, in each case, what is in the best interests of the particular people concerned. We should also not forget that there are peoples under communist rule who have been given the forms of self-government but who are in a state of far greater enslavement than the inhabitants of colonial territories.

More than anything else, the United Nations, particularly the General Assembly, is a world forum. We should not be too distressed because its meetings are often acrimonious and contentious. At times the very violence of the disputes in the United Nations is evidence of the fact that member states are deeply concerned about the effect produced by their arguments. There would be more cause

to worry about the United Nations if the debates ever degenerated into an elaborate exchange of meaningless courtesies which avoided any realistic reference to outstanding issues and disputes. Then, indeed, futility would have been reached.

After seven years the United Nations is still a young organization, still largely an experiment. But one thing has become increasingly evident. Despite the disappointments we have all encountered, there is no doubt that the spirit of interdependence in the world is growing. Today there is more contact, diplomatic and otherwise, between peoples of different races, religions and cultures than at any time in the world's history, and much credit for this is due to the United Nations. An exception exists, of course, in respect of those countries of Eastern Europe and of Asia which have chosen — or have been forced by their despotic leaders — to cut themselves off from contacts with the rest of the world. Elsewhere our increasing contacts with each other are slowly reducing the ignorance and mutual suspicion which have in the past proved such a fertile breeding ground for war. The progress is slow, but it is in the right direction and is constantly being made, often in United Nations bodies which receive very little publicity. We must not, then, think of the United Nations solely in terms of the bitter disputes which now loom so large in the headlines. Our hope for the future of our world organization has a deeper and more solid foundation than these headlines would suggest. The battle against ignorance and prejudice and, yes, even against fear is steadily and perseveringly being fought. It must continue until one day victory is achieved.

*L B Pearson*

*Secretary of State for External Affairs.*

Ottawa,  
September, 1952.





## EDITORIAL PREFACE

Earlier volumes in the *Canada and the United Nations* series (*The United Nations, 1946, Canada at the United Nations, 1947, Canada and the United Nations, 1948, Canada and the United Nations, 1949* and *Canada and the United Nations, 1950*) have each dealt with the events of a single calendar year. This volume covers an 18-month period, from the beginning of 1951 to the middle of 1952. The main reason for this change is that the sixth session of the General Assembly, which met from November 1951 to February 1952, was in the middle of its deliberations at the end of the calendar year; a report on the United Nations which covered only the period to the end of December could not give a full account of how the various matters before the Assembly in 1951 were resolved. Future editions will deal with the 12-month period beginning July 1 each year, and will be published immediately before the annual session of the General Assembly (which usually begins in September) rather than after it. Many subjects of continuing importance appear on successive agendas of the Assembly, and the book's value as a reference work, during an Assembly session, may be increased if it covers some of the developments after the preceding session.

Readers who are not familiar with the organizational relationships and functions of the United Nations, its organs and subsidiary bodies, may find it helpful to refer to some of the material contained in the Appendices at the end of this volume. A chart, re-printed by courtesy of the Department of Public Information of the United Nations, shows the principal United Nations bodies and their relationship with each other. Appendix 1 lists the membership of the United Nations itself, and of some of the more important United Nations bodies, on June 30, 1952. Appendix 2 gives the dates and places of important United Nations meetings during the period reviewed by the volume, and Canadian representation at the sixth session of the General Assembly and at the 1951 and 1952 sessions of the Economic and Social Council. Appendix 9 is a note on United Nations documents and Appendix 10 lists publications of the Department of External Affairs which deal with United Nations subjects. Appendix 3, which is a report prepared at the request of the Secretary-General of the United Nations, describes the procedures followed by the Canadian Government in dealing with United Nations matters.





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# I

## POLITICAL AND SECURITY

### Korea

The Cease-Fire Group which was appointed by the President of the General Assembly under the authority of the resolution of December 14, 1950<sup>1</sup>, made two unsuccessful attempts to open discussion with the Central People's Government of China. On January 3, 1951, the Cease-Fire Group reported failure but, at the request of the Political Committee of the General Assembly, prepared a statement of principles on which a cease-fire in Korea could be based. This statement of principles was approved by the Political Committee on January 13 in the following terms:

The objective shall be the achievement, by stages, of the programme outlined below for a cease-fire in Korea, for the establishment of a free and united Korea, and for a peaceful settlement of Far Eastern problems.

1. In order to prevent needless destruction of life and property, and while other steps are being taken to restore peace, a cease-fire should be immediately arranged. Such an arrangement should contain adequate safeguards for ensuring that it will not be used as a screen for mounting a new offensive.

2. If and when a cease-fire occurs in Korea, either as a result of a formal arrangement or, indeed, as a result of a lull in hostilities pending some such arrangement, advantage should be taken of it to pursue consideration of further steps to be taken for the restoration of peace.

3. To permit the carrying out of the General Assembly resolution that Korea should be a unified, independent, democratic, sovereign State with a constitution and a government based on free popular elections, all non-Korean armed forces will be withdrawn, by appropriate stages, from Korea, and appropriate arrangements, in accordance with United Nations principles, will be made for the Korean people to express their own free will in respect of their future government.

4. Pending the completion of the steps referred to in the preceding paragraph, appropriate interim arrangements, in accordance with United Nations principles, will be made for the administration of Korea and the maintenance of peace and security there.

5. As soon as agreement has been reached on a cease-fire, the General Assembly shall set up an appropriate body which shall include representatives of the Governments of the United Kingdom, the United States of America, the Union of Soviet Socialist Republics, and the People's Republic of China with a view to the achievement of a settlement, in conformity with existing international obligations and the provisions of the United Nations Charter, of Far Eastern problems, including, among others, those of Formosa (Taiwan) and of representation of China in the United Nations.

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<sup>1</sup>See *Canada and the United Nations 1950*, pp. 9 and 10.

This statement of principles was transmitted to the Central People's Government of China which was asked whether the principles would be acceptable "as a basis for the peaceful settlement of the Korean problem and other Far Eastern problems". On January 17 the Foreign Minister of the Central People's Government replied in terms which some states interpreted as an outright rejection and which others interpreted as a partial acceptance or counter-proposal. The United States particularly took the view that the reply of the Central People's Government could not be accepted as a basis for continued negotiation and on January 20 introduced a resolution naming the Central People's Government of China as an aggressor in Korea, requesting consideration of additional measures to meet the aggression and providing for the appointment of a Good Offices Committee.

Meanwhile steps were taken to try to clarify the meaning of the Central People's Government's reply of January 17. On the basis of this clarification, 12 Asian and Arab countries, including India, presented a resolution of January 25 recommending "that representatives of the Governments of France, the United Kingdom, the United States of America, the Union of Soviet Socialist Republics, Egypt and India, and of the Central People's Government of the People's Republic of China, meet as soon as possible for the purpose of securing all necessary elucidations and amplifications of the above mentioned reply and of making any incidental or consequential arrangements towards a peaceful settlement of the Korean and other Far Eastern problems".

The Political Committee of the General Assembly rejected the Asian-Arab resolution on January 30 (Canada abstaining) and adopted the United States resolution with amendments accepted during the course of the debate. Canada reluctantly voted in favour of this resolution for reasons which the Secretary of State for External Affairs stated before the Political Committee on January 26:

We think the putting of such a resolution at this stage and in this form when the possibilities of negotiation with the People's Government of China are not in our opinion completely exhausted to be premature and unwise...

The main purport of this resolution as we understand it and certainly as the public in our own country will understand it, is to condemn the Chinese People's Government for the assistance they have given the aggressor in Korea. We think that there is no shadow of doubt about this continuing participation in aggression and we believe that the action of the Chinese People's Government in this matter has been morally wrong, and that the United Nations cannot ignore such a defiance of the principles upon which it is founded.

The resolution as passed on February 1, 1951, included the following paragraph:

*The General Assembly...*

*Finds that the Central People's Government of the People's Republic of China, by giving direct aid and assistance to those who were already committing aggression in Korea and by engaging in hostilities against United Nations forces there, has itself engaged in aggression in Korea.<sup>2</sup>*

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<sup>2</sup>See Appendix 4 for the full text of this resolution.



Canada was represented on the Additional Measures Committee set up by this resolution but not on the Good Offices Committee.

The Good Offices Committee was not able to make any progress or to secure recognition by the Central People's Government of China. During the debate on Chinese aggression at the beginning of the year the communist forces launched a heavy ground attack which was halted during January. In April and May another heavy communist offensive was launched. This, combined with the failure of the enemy to agree to negotiate with the Good Offices Committee, led the Additional Measures Committee to approve on May 11 a resolution calling for an embargo on shipments of arms and strategic materials to China and North Korea. This resolution was approved by the General Assembly on May 18. It is worth noting that Canada, like many other members of the United Nations, had already put into effect regulations of its own which were similar in purpose to the restrictions called for by the resolution of May 18. For this reason, and because its regulations were, if anything, more severe than those required by the resolution, Canada felt able to vote for the resolution.

On April 11 General Matthew B. Ridgway replaced General Douglas MacArthur as the Commander of the United Nations Command. The dismissal of General MacArthur precipitated a political controversy in the United States which resulted in hearings before a committee of the Senate during which the following exchange took place:

Senator Smith: You think that if we stopped them at the Thirty-eight and pushed them back to where they began, and if we restored peace and security in South Korea, that is all we are expected to do in order to assert the prestige of the United Nations?

Mr. Acheson: That is the military objective of the United Nations, as laid down by the United Nations itself. There is also the political objective of the United Nations, which is creating a free, independent, and democratic Korea, and the United Nations will continue to do that, and I hope it will be able to do that.

Mr. Acheson's remarks were evidently interpreted by the communists as meaning that a negotiated truce along the 38th parallel would be acceptable to the United Nations as the fulfilment of their military obligations in Korea.

On June 23 the Soviet Representative to the United Nations in New York made a radio address at the end of which he suggested that discussions be started "between the belligerents for a cease-fire and an armistice providing for the mutual withdrawal of forces from the 38th parallel". After clarifying Mr. Malik's remarks in Moscow, the United States announced that General Ridgway had been authorized to seek to negotiate a cease-fire with the enemy commander in Korea and, following an exchange of messages between General Ridgway and enemy headquarters, official representatives of the opposing commanders met for the first time on July 10, 1951.



Negotiations proceeded slowly. On July 26 an agenda for the discussions was agreed upon in the following terms:

- (1) Adoption of agenda;
- (2) Fixing a military demarcation line between both sides, so as to establish a demilitarized zone as a basic condition for the cessation of hostilities in Korea;
- (3) Concrete arrangements for the realization of a cease-fire and an armistice in Korea, including the composition, authority and functions of a supervising organization for carrying out the terms of the cease-fire and armistice;
- (4) Arrangements relating to prisoners of war;
- (5) Recommendations to the governments of the countries concerned on both sides.

The negotiators then approached the first substantive question — the question of where the truce-line should be drawn. By this time the United Nations forces, in attacking the communists to recover ground lost during the two enemy offensives mentioned earlier, had reached a line which was just south of the 38th parallel on the west and north of it on the east. The enemy were reluctant to accept this actual battle line as the military demarcation line and the United Nations negotiators were unwilling to give up their militarily defensible line (which was in the general area of the 38th parallel) for a purely arbitrary and artificial line which had proved impossible

to defend in 1950. It was therefore not until November 27 and after the communists had suspended negotiations from August 23 to October 24, that agreement was reached on the military demarcation line in the following terms:

1. The principle is accepted that the actual line of contact between both sides (as determined under either paragraph two or three, as appropriate) will be made the military demarcation line and that at the time specified in the signed Armistice Agreement both sides will withdraw two kilometers from the line so as to establish the demilitarized zone for the duration of the military armistice.
2. If the Military Armistice Agreement is signed within 30 days after the two delegations approve in the plenary session this agreement and the specific location of the military demarcation line and demilitarized zone, determined by the sub-delegations on the basis of the above stated principle and in accordance with the present line of contact as indicated in the attached map and explanatory notes, the military demarcation line and demilitarized zone shall not be changed, regardless of whatever changes may occur in the actual line of contact between both sides.
3. In view of the fact that hostilities will continue until the signing of the Armistice Agreement, if the Military Armistice Agreement is not signed within 30 days after the two delegations approve in the plenary session this agreement and the specific location of the military demarcation line and the demilitarized zone as determined in paragraph two above, the sub-delegations shall revise, immediately prior to the signing of the Military Armistice Agreement, the above military demarcation line and the demilitarized zone in accordance with the changes which have occurred in the actual line of contact between both sides so that the revised military demarcation line will coincide exactly with the line of contact between both sides immediately prior to the signing of the Military Armistice Agreement and will constitute the military demarcation line for the duration of the military armistice.

The two delegations proceeded immediately to a discussion of Item 3 of their agenda, concerning arrangements for carrying out the terms of the armistice. A difference of view at once developed over the question of supervision, as the communist negotiators were unwilling to accept any thorough supervision of activities behind the demilitarized zone, while the United Nations negotiators were anxious that supervision should be as thorough as possible. The communists were unwilling to allow a supervisory commission made up of representatives of neutral states to roam at will behind the lines on both sides looking for clandestine military activity, or to permit the commission to fly over territory behind the lines to check on activities which could be seen from the air. The communists later, after accepting the principle of a commission of neutrals, nominated the Soviet Union as one of the three states to be named by the communist side. The nomination of so biased a state for a neutral commission obviously could not be accepted by the negotiators for the United Nations Command.



In order to speed up the negotiations, discussion was opened on Item 4 (prisoners of war) on December 11 before discussion of Item 3 was concluded. Negotiations on this item too were deadlocked when it became apparent that the United Nations negotiators would not accept an obligation to compel communist prisoners in their hands to accept repatriation, while the communist negotiators refused to agree that prisoners were free to refuse to return to their own countries if they so wished. The problem of prisoners who might prefer not to be returned to their own side for political reasons was a very difficult one. Current international custom is designed to protect the rights of prisoners of war against their captors, but there is no long-standing custom which covers the case of prisoners who want, for political reasons, protection against the states from whose armies they were captured. To carry out the humanitarian intent of international practice, therefore, the negotiators for the United Nations Command took the stand that any prisoner, who so feared repatriation for political reasons that he was ready to resist repatriation by force, should not be repatriated. For this, precedents existed, among which were the offers made by the Russians to German armies which were besieged in Stalin-grad and Budapest during the Second World War.

Again with the object of hastening the discussion, conversations began on Item 5 on February 6 while Items 3 and 4 were deadlocked. This item was relatively easily settled and the two armistice teams agreed on the following wording on February 16:

In order to ensure the peaceful settlement of the Korean question, the military commanders of both sides hereby recommend to the governments of the countries concerned on both sides that, within three (3) months after the armistice agreement is signed and becomes effective, a political conference of a higher level of both sides be held by representatives appointed respectively to settle through negotiation the questions of the withdrawal of all foreign forces from Korea, the peaceful settlement of the Korean question, etc.

In accepting this wording, the United Nations negotiators made it plain that "foreign forces" meant "non-Korean forces" and that the word "etc." was not to be construed to relate to matters outside of Korea.

Meanwhile, the sixth session of the General Assembly which had met in Paris decided to defer consideration of its two items on Korea in view of the continuation of the armistice negotiations in Korea. On January 3, the Soviet Delegate attempted to secure approval for a resolution which would have required the Security Council to hold one of the periodic meetings provided for in the Charter and "to examine at the periodic meeting in the first place the measures which the Security Council should take to help to bring to a successful conclusion the negotiations taking place in Korea for the cessation of hostilities". This was voted down as being likely to interfere with the negotiations rather than to bring them to a successful conclusion, because it would have involved the infusion of political questions into what had hitherto been a purely military negotiation. This could only have resulted in a

delay in achieving an armistice. The procedural resolution deferring consideration of the two agenda items on Korea — “The Problem of the Independence of Korea” and “Relief and Rehabilitation of Korea” — was adopted by the Assembly on February 5, 1952 by a vote of 51 in favour (including Canada), 5 against (the Soviet bloc) and 2 abstentions (Chile and Yemen).

In order to try to break the deadlock in the armistice negotiations which were still going on, the United Nations Command negotiators on April 28 put forward a “package proposal”, the effect of which would have been that the United Nations Command would repatriate all enemy prisoners who could be repatriated without the use of force, that a neutral organ of inspection known as the Neutral Nations Supervisory Commission would be set up to help supervise the armistice (including Sweden and Switzerland nominated by the United Nations Command and Poland and Czechoslovakia nominated by the communists), and that the United Nations Command would agree that the terms of the armistice would not include a prohibition against the rebuilding of military airfields in Korea. Debate on this package proposal was still continuing on June 30 but by then it was apparent that the only real cause of dispute was the prisoners of war in United Nations hands who did not want to be repatriated and on whose repatriation the communist negotiators were insisting.

During the period of 18 months under review, the United Nations moved from a position of direct participation in the war in Korea to a position in which it was relying on bodies to whom authority had been delegated, to try and bring the war to a conclusion. This situation was, of course, brought about by the beginning of armistice talks in July 1951. Similarly military activity gradually declined after the failure of the communist offensives in the spring of 1951 until, on the ground at least, there was a relative lull during the last 12 months.

## **Charges of the National Government of China Against the Soviet Union**

Charges of treaty breaking and violations of the United Nations Charter were originally brought against the Soviet Union by the National Government of China at the fourth session of the General Assembly in 1949. They were referred to the Interim Committee of the Assembly for study and after further consideration at the fifth session of the Assembly in 1950 were once more referred to the Interim Committee.<sup>1</sup> The Interim Committee did not meet during 1951 and the General Assembly decided at its sixth session to include the item on its agenda. Canada voted in favour of including the item.

Debate began on January 26, 1952, the Chinese and United States Delegates supporting the charges and the Soviet Union opposing. The Soviet member made little attempt to answer the

<sup>1</sup>See *Canada and the United Nations 1950*, pp. 12 and 13.

Chinese charges directly and devoted most of his many statements to the support of the thesis that the main threat to the territorial integrity of China came from the United States. On February 1 the Assembly adopted, by a vote of 25 in favour, 9 against with 24 abstentions (including Canada), a resolution the significant part of which reads as follows:

*Finding* that the Union of Soviet Socialist Republics obstructed the efforts of the National Government of China in re-establishing Chinese national authority in the Three Eastern Provinces (Manchuria) after the surrender of Japan and gave military and economic aid to the Chinese Communists against the National Government of China,

*Determines* that the Union of Soviet Socialist Republics, in her relations with China since the surrender of Japan, has failed to carry out the Treaty of Friendship and Alliance between China and the Union of Soviet Socialist Republics of 14 August, 1945.

Canada's decision to abstain on the vote flowed from the belief that while the charges levelled against the Soviet Union by the National Government of China might well be true, it is nevertheless a fact that the Chinese Government which at the present time is in effective control of the mainland of China (the Central People's Government of China) does not support the charges. Any debate on the subject was therefore bound to take place in an atmosphere of legalism divorced from reality. The charges also refer to a period of history which is particularly confusing; the responsibility for what happened then cannot be determined with any great degree of accuracy. As no change in the condition of the Chinese people could be brought about by adopting the resolution, the Canadian Government thought that to support or to oppose the charges could serve no useful purpose.

## Chinese Representation

When the Central People's Government of the People's Republic of China gained control of the Chinese mainland in 1949, it claimed the right to take the Chinese seat in the General Assembly as well as in other United Nations bodies. The National Government of the Republic of China, which had moved to Formosa, would not, however, surrender its right to represent China in the United Nations.

Some members of the United Nations, in their own relations with China, have continued to recognize the National Government, while others, a minority, have given recognition to the Central People's Government. The fact that some governments have, for their own purposes, recognized the Central People's Government has not necessarily prevented them from accepting the majority decision to continue to recognize the National Government representatives in the United Nations, or even from joining the majority in supporting moves to postpone a decision in the United Nations on the claims of the Central People's Government to the seat of China in the United Nations. While the argument continues, representatives of



the National Government continue to sit in the General Assembly and in other United Nations bodies. In the Specialized Agencies, the general principle is now followed that each Agency should settle for itself the question of Chinese representation.

During the sixth session of the Assembly, a proposal of the Soviet Union to include on the agenda of the Assembly an additional item entitled "The Representation of China in the United Nations" was rejected by a large majority. The Assembly adopted a resolution proposed by Thailand rejecting the Soviet request to include this item and also postponing consideration, for the duration of the sixth session, of any further proposals either to exclude representatives of the National Government or to seat representatives of the Central People's Government. The vote on Thailand's resolution clearly demonstrated the views of a large majority of the members of the United Nations that no new decision regarding Chinese representation should be made at a time when armed forces of the Central People's Government were supporting aggression in Korea. This view was also reflected by the adoption of many similar motions to postpone consideration of the question of Chinese representation in subsidiary bodies of the United Nations and in the various Specialized Agencies.

The position of Canada, which has not recognized the Central People's Government of the People's Republic of China, continues to be as outlined by the Secretary of State for External Affairs in the House of Commons on February 2, 1951:

I need hardly add that when late last year the Chinese Government in Peking joined in the aggression in Korea, it was inconceivable that countries which had hitherto withheld recognition would at that time decide to change their policies. I feel, however, that the Far Eastern problems could be more readily solved if diplomatic relations existed with the Government of China which has the whole of the mainland of China under its control. But the Peking Government can hardly expect recognition now from those member states of the United Nations against whom they are fighting in Korea. The remedy for the situation now lies with the communists themselves. They should not think that they can bludgeon or blackmail their way into recognition or into the United Nations.

## Admission of New Members

The most recent applicant to be admitted to the United Nations was Indonesia which, on September 28, 1950, became the sixtieth member. No new members have been admitted since that time because the Soviet Union has used its veto power in the Security Council to prevent the admission of any countries supported by the non-communist states, until these states, in return, agree to the admission of the applicants favoured by the U.S.S.R. So far a majority of the United Nations has not agreed to this "package deal". At present, applications for membership from the following governments are outstanding:



(a) **States Sponsored by the U.S.S.R.**

Albania, Bulgaria, Hungary, the Mongolian People's Republic, North Korea, "the Democratic Republic of Viet-Nam" (Viet-Minh) and Roumania;

(b) **Other States**

Austria, Cambodia, Ceylon, Finland, Ireland, Italy, Japan, the Hashemite Kingdom of Jordan, the Republic of Korea, Laos, Libya, Nepal, Portugal and Viet-Nam.

Three proposals regarding the admission of new members were submitted at the sixth session of the General Assembly. The first of these was a resolution sponsored by the Soviet Union by which the General Assembly would have asked the Security Council to reconsider the applications of 13 states (Albania, Austria, Bulgaria, Ceylon, Finland, Hungary, Ireland, Italy, the Hashemite Kingdom of Jordan, the Mongolian People's Republic, Nepal, Portugal and Roumania) and to consider the new application of Libya. This Soviet proposal included all the outstanding applicants except the disputing claimants in Korea and in Indo-China. The proposal led to a heated debate in the Political Committee of the Assembly and was attacked by the United States Representative as "blackmail". It was adopted in the Political Committee by a vote of 21 in favour, 12 against and 25 abstentions (including Canada), but was rejected in the plenary session of the Assembly since it failed to secure the necessary two-thirds majority. The vote in the plenary session was 22 in favour, 21 against and 16 abstentions (including Canada).

The second resolution on this subject to be considered by the Assembly was submitted by the Peruvian Delegation. This resolution declared that the admission of new members should be based exclusively on the conditions contained in Article 4 of the Charter. Article 4 states that membership in the United Nations is open to all peace-loving states which accept the obligations contained in the Charter and, in the judgment of the United Nations, are able and willing to carry out these obligations. The Peruvian resolution further recommended that the Security Council reconsider all pending applications, basing this re-examination exclusively on the facts submitted by applicants regarding their qualifications under Article 4. This resolution was adopted by the Assembly by a vote of 43 in favour, 8 against and 17 abstentions (including Canada).

The third proposal which was submitted by a number of Central American delegations would have requested an advisory opinion from the International Court of Justice concerning the use of the veto by a permanent member of the Security Council to block a favourable recommendation on an applicant state. On March 3, 1950 the Court had given its opinion that the General Assembly could not, by itself, effect the admission of an applicant state in the absence of a recommendation by the Security Council. This opinion of the Court did not, however, deal with the question of how the Council should make such recommendations, i.e. whether or not the veto could be used. A number of delegations were reluctant to discuss the substance of this Central American resolution because the date on which it was brought into the Political Committee left little time for adequate consideration of the problems involved. Accordingly, the Central

American delegations proposed that their first resolution be transmitted to the next (seventh) regular session of the Assembly for its consideration. In order to avoid a debate on the substance of the proposal regarding the International Court, the Canadian Delegation voted in favour of the transmittal resolution, which was adopted in the plenary session by a vote of 36 in favour, 5 against and 14 abstentions.

The Canadian Delegation did not make any statement in the debates on this question in the Assembly. The Canadian position is to favour any practical arrangement which would break the present deadlock on membership of applicants supported by Canada.

## **Disarmament**

The story of disarmament discussions in the United Nations is one of almost unrelieved deadlock between the fundamentally opposed and so far unreconciled positions of the Soviet Union and the Western powers. In an effort to end the stalemate that had been reached in both the Atomic Energy Commission and the Commission for Conventional Armaments, the General Assembly, at its fifth session, adopted on December 13, 1950 Resolution 496 (V) establishing a Committee of Twelve (the members of the Security Council and Canada) to consider and report to the next Assembly session on ways and means whereby the work of these two Commissions might be co-ordinated and on the advisability of their functions being placed under a new and consolidated disarmament commission. The Committee of Twelve recommended to the sixth session of the Assembly that such a new commission, which should be under and report to the Security Council, should be established and that the Atomic Energy Commission and the Commission for Conventional Armaments should then be dissolved. There was no indication beyond this of what the detailed terms of reference of the new commission might be.

The Governments of France, the United Kingdom and the United States, however, had been carrying on tripartite consultations on this problem and they submitted to the sixth session of the Assembly comprehensive proposals for the regulation, limitation and balanced reduction of all armed forces and armaments; the task of elaborating these proposals and embodying them in a draft treaty was to be assigned to the proposed new commission. These proposals were placed in perspective by a tripartite statement issued by the sponsors just before the opening of the Assembly, which emphasized that, while in existing conditions the three Governments were determined to develop the strength needed for their security, the danger of war could be appreciably reduced if all governments would work together on a programme to reduce and limit armed forces. Although such a programme could not be implemented while United Nations forces were resisting aggression in Korea, discussion should begin without delay. Three new and notable features of these proposals were (a) that they provided, as a first step, for a progressive and continuous system of international disclosure and verification of all armed forces and armaments, (b) that they suggested the drawing

up of criteria for limiting national armed forces and armaments, and (c) that they were to include atomic weapons as well as conventional armaments in the same scheme. The control of atomic energy and the prohibition of atomic weapons were to be dealt with on the basis of the United Nations plan unless and until a better one was devised.

The tripartite proposals were met initially by Mr. Vyshinsky's notorious comment that he "had not been able to sleep for laughing" at their inadequacy, and by familiar Soviet accusations about the aggressive intentions of the Western powers. Later, however, the Soviet Delegations produced counter-proposals which advocated: (a) that the unconditional prohibition of atomic weapons should be embodied in a convention and enforced under strict international controls; (b) that the five major powers should reduce their armed strength by one-third in one year; (c) that, within a month of the Assembly's decision to prohibit atomic weapons and reduce the armed strength of the major powers, all states should furnish complete information on their armed forces, including data on atomic weapons and on military bases abroad; (d) that an international control organ should be established within the framework of the Security Council to implement these decisions; and (e) that a world conference to consider these arrangements should be called not later than June 1, 1952. The Western delegations pointed out that there was nothing new in Mr. Vyshinsky's proposals, particularly with respect to the question of inspection, on which they had already demonstrated that the Soviet position was unsatisfactory.

In the Assembly's Political Committee, to which these two sets of proposals were referred, there was general approval for the Western proposals but also recognition that little practical progress could be achieved without Soviet co-operation. When, therefore, a proposal was introduced jointly by Iran, Pakistan and Syria to establish a sub-committee, consisting of the representatives of France, the United Kingdom, the United States and the U.S.S.R. under the chairmanship of the President of the Assembly, to formulate "agreed proposals", it was unanimously accepted with the proviso that the sub-committee should report back within ten days.

The sub-commission met in closed session. Although it was unable to reach agreement on any major point of substance, except to replace the Atomic Energy Commission and the Commission for Conventional Armaments by a single new commission, its deliberations were amicable and businesslike, in contrast with subsequent discussions on this subject, and they achieved a moderate measure of mutual understanding. The meetings were also useful in furnishing as clear an indication as is available of the Soviet attitude on these matters. The Soviet Union is apparently unwilling to disclose any information on its armed forces or armaments until a binding decision has been taken by all the great powers to prohibit atomic weapons and reduce armaments and armed forces. It also insists that, without an immediate declaration of unconditional prohibition of atomic weapons, it will not embark on the establishment of a control plan. Under the Soviet proposals as discussed in the sub-committee, a binding decision on prohibition would be taken simultaneously with a decision to set up international control. Under this plan, there would be a period of indeterminate duration in which



atomic weapons would be prohibited without there being any international control to ensure that this prohibition was being carried out. Mr. Vyshinsky admitted this fact but claimed that the interval was inevitable and would be short. This is the "simultaneity" of prohibition and control as envisaged by the Soviet Union. It is true that Mr. Vyshinsky later suggested in the Political Committee that a compromise might be to proclaim prohibition in principle immediately and at the same time to state that it would become effective only when international control was established. This revised Soviet proposal was referred for further study to the new Disarmament Commission but there the Soviet Representative has so far refused to discuss this point in detail until the Commission first decides on prohibition.

The sub-committee having reported back to the Political Committee, the Western powers submitted a revised text of their proposals which attempted to go some way to meet Soviet criticisms. The Soviet Delegation merely submitted its original counter-proposals again. However, these proposals and other amendments by Czechoslovakia and Egypt along similar lines were decisively defeated in the Committee. The tripartite resolution as a whole was then adopted in the Committee by 44 votes (including Canada) to 5 (the Soviet bloc) with 10 abstentions (Afghanistan, Argentina, Egypt, India, Indonesia, Iran, Pakistan, Saudi-Arabia, Syria and Yemen) and in the Assembly itself by a similar vote. The text of the final resolution is contained in Appendix 5.

The Disarmament Commission thus established commenced its work in March of this year in New York, where it has since been meeting periodically. Having agreed to follow the rules of procedure of the former Atomic Energy Commission, it embarked on a long discussion of its programme of work. The Soviet Representative insisted that the Commission should first decide in principle that all weapons of mass destruction should be outlawed and that conventional armaments should be reduced by a given percentage (perhaps one-third) of current levels. He persisted in presenting this issue solely in terms of the Soviet proposals made at the recent session of the Assembly, in spite of the fact that these proposals had in no sense been accepted by the Assembly but had merely been referred to the Commission for further examination. The Western delegations, while not objecting to examination of the Soviet proposals, maintained that they would be meaningless unless the Commission were at the same time to agree upon methods for putting them into effect, on which the Soviet proposals were deplorably imprecise.

Finally, an agreement was reached for a programme of work calling for simultaneous examination of the question of the regulation of all armaments and armed forces and the question of their disclosure and verification. Two working committees were set up, Committee One to deal with the first of these questions, and Committee Two to deal with the second. The membership of these Committees was to be the same as for the Commission itself and they were to function simultaneously.

It cannot be said that the Commission or its Committees have made any substantial progress up to the time of writing. This is partly because the Soviet Representative has confined himself to



criticising the proposals of other members of the Commission and has declined to submit alternative suggestions. Another reason is that the Soviet Representative, by repeatedly alleging that United Nations forces in Korea are waging bacteriological warfare, has distracted the Commission from its proper functions. These charges, which have been much exploited by the communist press, were denied categorically by the United States Representative and were also refuted by the spokesmen of other states contributing to the United Nations forces in Korea. The Soviet Representative nevertheless returned repeatedly to the subject and was only restrained when the Canadian Representative, who was chairman of the Commission during the month of March, ruled that consideration of these charges was not within the terms of reference of the Commission. This ruling was challenged by the Soviet Representative but was upheld by all other members of the Commission.

In spite of the lack of substantial progress, the Commission was able to submit on June 1 its first report to the Security Council in accordance with the instructions of the General Assembly. This interim report, which was adopted by 11 votes to 1 (the U.S.S.R.), describes the Commission's programme of work and lists the proposals so far submitted to it. The main proposals are as follows:

- (a) A working paper submitted by the United States entitled "Proposals for the Progressive and Continuing Disclosure and Verification of Armed Forces"<sup>1</sup>, which suggests a procedure whereby disclosure of information could be carried out in five stages; the information disclosed would be verified by an international control organ which would have to report the satisfactory completion of each stage before the next stage could be embarked upon; the same organ would maintain a continuing check, at all stages, on the information already disclosed.
- (b) A proposal submitted by the United States entitled "Essential Principles for a Disarmament Programme"<sup>2</sup>, which states in an expanded form the principles embodied in the Assembly resolution establishing the Commission (see Appendix 5).
- (c) A working paper submitted by France, the United Kingdom and the United States on "Proposals for Fixing the Numerical Limitation of all Armed Forces"<sup>3</sup>.

The first two proposals have received general support from members of the Commission but useful discussion of them has been hampered by their out-of-hand rejection by the Soviet Representative. By far the most important, however, is the third proposal, which puts forward a "working formula" for establishing numerical ceilings for all armed forces with a view to avoiding a disequilibrium of power dangerous to international peace and security. It tentatively suggests that the ceilings for the United States, the U.S.S.R. and China should be the same and should be between one million

<sup>1</sup>Document DC/C2/1 of April 5.

<sup>2</sup>Document DC/C1/1 of April 24.

<sup>3</sup>Document DC/10 of May 28.

and one and a half million; and that the ceilings for the United Kingdom and France should also be the same and should be between 700 and 800 thousand. For all other states having substantial armed forces it suggests that ceilings should be agreed on which would normally be "less than one per cent of the population" and "less than current levels except in very special circumstances", and which should be established with a view to avoiding a disequilibrium of power dangerous to international peace and security in any particular area of the world. This tripartite proposal was introduced to the Commission by the United Kingdom Representative, who pointed out that it would entail a much greater cut (about 50 per cent) in the armed forces of the major powers than would the Soviet proposal for a one-third reduction and would, moreover, apply (unlike the Soviet proposal) to all states having substantial armed forces. Supporting statements by the United States and French Representatives emphasized that this proposal was intended to deal with only one part of a comprehensive disarmament programme. The Soviet Representative, after giving an initially cautious reception to the proposal, has since returned to the sort of purely negative criticism to which he has subjected every Western suggestion so far made in the Commission. Fundamentally, his position has been that any discussion on reduction of armed forces should be on the basis of the Soviet proposals. He has claimed that the fixing of numerical ceilings on armed forces is not a reduction but only "legalization of the inflated armed forces of the Western powers", that sea and air forces should be explicitly mentioned (this in spite of the fact that the proposal refers to "*all* armed forces"), that the proportions between the three services be fixed and that the proposal should provide also for the reduction of armaments and the prohibition of weapons of mass destruction, on which decisions should be taken simultaneously.

The Canadian position is that, in spite of the disappointing lack of progress so far made on the problem of disarmament, the Western powers must make every effort not only to secure effective international control of weapons of mass destruction and a balanced reduction of armaments and armed forces but also to convince both the Soviet Union and public opinion in general that this is their earnest aim. It is recognized that any real progress toward the goal of disarmament can be measured only by the extent to which agreement can be achieved between the Soviet Union and the Western powers. It is therefore Canada's main objective to bring about such agreement by any means which will at the same time safeguard national and collective security. To do this, there must be a balance of risks and safeguards on both sides and it therefore follows that no general plan of disarmament is likely to have any prospect of success unless it not only deals at the same time with both conventional and atomic armaments but also incorporates all three segments of the problem: a decision to prohibit atomic weapons and reduce armed forces and armaments; safeguards of disclosure and verification of information on such weapons, armed forces and armaments; and a system of international control to enforce the plan. In line with this approach, it has been the hope of the Canadian Government that the Disarmament Commission could be made into

a working body rather than a forum. It is believed that the Commission can do constructive work if it concentrates on its terms of reference but that the quickest way to thwart that purpose is to indulge in mere propaganda. It might therefore be preferable if the Commission could restrict its public sessions as much as possible and do its work in closed committee. While international covenants should be made public, they may often be better negotiated in confidence, provided the principles and purpose of the negotiations have been made clearly known.

## Collective Measures

The study of collective measures to deter or resist aggression has its origin in the experience of the United Nations in Korea. In order to strengthen further United Nations collective security arrangements, the General Assembly at its fifth session had adopted Resolution 377 A (V) of November 3, 1950 (the "Uniting for Peace" resolution), providing means for the Assembly to act in the event of a veto in the Security Council and setting up a Collective Measures Committee of 14 members, including Canada.<sup>1</sup> This Committee was directed to study and report to the Security Council and the Assembly on "methods . . . which might be used to maintain and strengthen international peace and security in accordance with the purposes and principles of the Charter, taking account of collective self-defence and regional arrangements".

In the report which it submitted to the sixth session of the Assembly<sup>2</sup>, the Collective Measures Committee recognized that it could not anticipate any specific situation which would lead the Security Council or the Assembly to decide upon or recommend particular measures in any given case, and emphasized that it had concentrated on the preparedness of states and on techniques, machinery and procedures relating to the co-ordination of national and international action.

To assist it in its work, the Committee had established four subordinate bodies to study respectively (a) the problems involved in the establishment of a Panel of Military Experts<sup>3</sup>, (b) possible political measures, (c) possible economic and financial measures, and (d) possible military measures, which might be undertaken by or through the United Nations in the event of aggression or a threat to the peace. In conclusion, the Committee recommended further study on the economic and financial and on the military aspects but omitted any specific recommendation on whether or not its own mandate should be extended.

The reports on both the Panel of Military Experts and on political measures were brief and non-controversial. The first

<sup>1</sup>The members of the Collective Measures Committee were Australia, Belgium, Brazil, Burma, Canada, Egypt, France, Mexico, the Philippines, Turkey, the United Kingdom, the United States, Venezuela and Yugoslavia. The U.S.S.R. was not included at its own request.

<sup>2</sup>Document A/1891.

<sup>3</sup>General Assembly Resolution 377 A (V) requested the Secretary-General "to appoint . . . a Panel of Military Experts who could be made available upon the request of member states which wished to obtain technical advice regarding the organization, training and equipment for prompt service as United Nations units of the elements referred to in paragraph 8".



merely defined the nature and general functions of the Panel and, pending later consideration of detailed directions to the Panel, allowed the Secretary-General to invite member states to nominate suitable officers for possible appointment. The second concluded that little or no advance planning was required in the political field, which was largely one for action by individual states. However, in both the economic and financial and the military fields, material factors were such that preliminary planning and effective co-ordination were required and these reports therefore elaborated in considerable detail various possible measures. It was emphasized that the success of the economic and financial measures would depend largely on the speed and thoroughness with which they were applied by member states and that the application of sanctions was likely to impose on some of the co-operating states serious burdens which would have to be equalized if full co-operation was to be obtained. The report on military measures, based largely on the Korean experience, concentrated on machinery which might be used to implement a United Nations decision to call on member states to take direct military action against aggression and, in particular, on the appointment, subsequent to such a decision, of an executive military authority (a state or group of states) to act on behalf of the United Nations in directing the actual conduct of operations.

The resolution adopted by the sixth session of the Assembly, on the proposal of a group of states members of the Collective Measures Committee, including Canada, took note of the Committee's report, recommended that member and non-member states should take such steps as they considered necessary to enable them to take action as suggested by the report, requested the Secretary-General to appoint members of the Panel of Military Experts, and — most important of all — directed the Committee to continue its work for another year and report to the Security Council at the next session of the General Assembly. This was a consolidation of what had been sketched out in broad terms during the previous session; it did not involve further commitments of any kind. The resolution was adopted by the overwhelming majority of 51 votes (including Canada) to 5 (the Soviet bloc), with 3 abstentions (Argentina, India and Indonesia). Thus there was very widespread support for the idea of collective security. However, no country was prepared — as replies to the Collective Measures Committee from member states had shown — to earmark forces without qualification for United Nations service in the event of aggression and there was no attempt to broaden the base of United Nations collective action in Korea. Indeed, the debate in the Political Committee of the Assembly was notable for the readiness of the sponsors of the resolution to accept amendments which were designed to ensure that the ultimate decision on participation in collective measures should rest firmly with individual states, that the Collective Measures Committee's report implied no obligations prior to a United Nations decision that action should be taken and that it should serve primarily the Security Council, and the General Assembly only in the absence of action by the Council.

Opposition to the resolution came from three main sources. Some member states, like India, regarded any attempt to organize



collective security in military terms, in face of the opposition of one of the great powers, as dangerous to the interests of the United Nations and to world peace. Some of the Latin American states regarded the existing regional arrangements of the Organization of American States as having priority over any United Nations arrangements.

The opposition of the Soviet bloc was apparently directed not so much against the resolution itself as against its origin in the "Uniting for Peace" resolution of the previous session of the Assembly and against the United Nations collective action in Korea. The Soviet Delegation submitted an opposing resolution which proposed the abolition of the Collective Measures Committee and the calling of a meeting of the Security Council "without delay" under Article 28 of the Charter to consider measures to remove international tension and examine, in the first place, what could be done to bring the Korean armistice negotiations to a successful conclusion. In spite of the reply of the Western powers that there was no useful purpose in referring the Korean question to the Security Council, because it would complicate and might even suspend the existing negotiations at Panmunjom and would only provide Soviet spokesmen with a new propaganda platform, this proposal for a Security Council meeting had sufficient appeal to warrant adoption of a further resolution. The Soviet resolution was, however, amended by deleting the phrase "without delay" and the references to Korea; a meeting of the Security Council was to be called "whenever such a meeting would usefully serve to remove such tension and establish such friendly relations in furtherance of the purposes and principles of the Charter".

As a member of the Collective Measures Committee, Canada agreed to the contents of the report to the Assembly and was one of the sponsors of the joint resolution based on that report. The Canadian position assumed that the United Nations could not remain passive in the event of a major war and still retain its moral validity. Canada therefore supported the principle of collective measures taken under the auspices of the United Nations and agreed that the United Nations could usefully review all possible measures which might contribute to this purpose, provided it did not attempt to anticipate specific situations. At the same time, it was the Canadian view that the United Nations was not the appropriate body actually to direct military operations. Canada therefore supported the approach of the Collective Measures Committee, which recognized that, while the United Nations would have to maintain some degree of supervision over any collective measures decided upon, the question of specific methods to be used and their application was one to be decided by individual governments. Moreover, it was the Canadian policy to regard collective security through regional organizations as complementary to United Nations collective measures and to recognize that such regional arrangements, if they were to be successful, must be such as to command the general support of the United Nations.

The Collective Measures Committee reconvened in New York on April 15 of this year and has since then adopted a programme of future studies. It has been agreed that only two sub-committees

should be established this time (instead of the previous four), one on economic and financial measures and one on military measures. Canada continues to be, as it was last year, a member of the military sub-committee. At the time of writing, neither sub-committee has progressed very far with its studies and it is in fact unlikely that there will be much new ground to break, with the possible exception of the question of the equitable sharing of the burdens of collective action and the question of a United Nations Legion.

The Committee itself has requested the Secretary-General to send a communication to both member and non-member states, asking for information on the steps they are taking in furtherance of the General Assembly recommendations, and also a communication to member states not represented on the Committee, asking for suggestions on subjects which the Committee might explore in its future work. The Committee has also approved certain nominations by the Secretary-General for the Panel of Military Experts. Among the appointments to the Panel is Major-General R. O. G. Morton, CBE (Retired) of Toronto and Montreal.

### Free German Elections

The problem of uniting the eastern and western parts of Germany, which has for some years been an issue hotly contended between the Soviet Union and the free world, was brought before the sixth session of the General Assembly during December 1951 in the following fashion. In September 1951 the Government of the German Democratic Republic (East Germany) had proposed to the Government of the Federal Republic of Germany that representatives of East and West Germany should meet to consider the holding of free and secret elections to an all-German parliament. In his reply to this proposal Dr. Adenauer, the Chancellor of the Federal Republic, laid down 14 principles of election procedure. Dr. Adenauer also sent a note, early in October, to the Allied High Commission — the representatives of the Western occupying powers. In this note he proposed the setting up of an international commission, under the control of the United Nations, to determine whether conditions in Germany were such that free elections could be held. France, the United Kingdom and the United States requested on November 5 that this proposal be made an item on the agenda of the sixth session of the General Assembly. The request was agreed to by the General Assembly on November 13 by a majority which included Canada.

The subject of an electoral commission was first discussed in the *Ad Hoc* Political Committee on December 4, in terms of a resolution put forward by the representatives at the General Assembly of the Western occupying powers. A few days later delegations from both East and West Germany presented their respective cases to the Committee. The East Germans, painting a rosy picture of conditions in the East Zone, rejected the proposal for an investigation by a United Nations commission; the West Germans and the Mayor of West Berlin welcomed an investigation and spoke of the

restoration of German unity as an urgent necessity for the peace of Europe.

The resolution of the Western occupying powers, as amended by various delegations in the course of 12 meetings between December 4 and December 19, was adopted in the *Ad Hoc* Political Committee on December 19, 1951 by 45 votes in favour, including Canada's, to 6 against with 8 abstentions. The resolution was adopted in the plenary session on December 20 with exactly the same voting. Under the terms of the resolution the General Assembly appointed the United Nations Commission to Investigate Conditions for Free Elections in Germany, composed of representatives of Brazil, Iceland, the Netherlands, Pakistan and Poland, to begin simultaneous investigations immediately in both parts of Germany and to report to the Secretary-General not later than September 1, 1952 the results of its activities, for the consideration of the four occupying powers and for the information of the other members of the United Nations. Only Poland refused to accept membership in the commission.

The commission held its first meeting in Paris on February 11, 1952 and decided to transfer its headquarters to Geneva. From Geneva the chairman wrote to General Chuikov, chairman of the Soviet Control Commission for Germany, on February 22, asking him to notify the appropriate authorities in the Soviet Zone that the United Nations commission would like to discuss with them arrangements for the carrying out of its work. This and three subsequent letters to General Chuikov remained unanswered. In contrast, the commission received every encouragement from the Allied High Commission in West Germany and from the authorities of the Federal Republic and West Berlin. The members visited Bonn and Berlin in March, but since they could not make contact with the East German authorities through the Soviet High Commissioner they returned to Geneva at the beginning of April.

The commission reported to the Secretary-General on May 1, 1952 that it had been unable to carry out its terms of reference in East Germany and East Berlin, and that there was therefore little prospect of its being able to fulfil its task in the near future. It would, however, remain at the disposal of the United Nations and would make a further attempt at investigation when it considered that there was a better prospect of success.

## **The Balkans:**

### **(A) Yugoslav Complaint Against the Cominform**

At the sixth session of the General Assembly Yugoslavia submitted a resolution complaining of hostile activities directed against Yugoslavia by the Soviet Union, Bulgaria, Hungary, Roumania, Albania, Czechoslovakia and Poland. The hostile activities mentioned in the Yugoslav statement on this resolution included economic blockade of Yugoslavia, demands for the overthrow of the Government of Yugoslavia, the sending of trained terrorists into Yugo-



slavia, provocation of border incidents and killing and wounding of Yugoslav frontier guards, forced deportation of Yugoslav minorities from border areas, abrogation of treaties and conventions, discriminatory diplomatic practices, development of armed forces by Bulgaria, Roumania and Hungary in violation of the peace treaties, and demonstrative troop movements in the frontier area bordering Yugoslavia.

The resolution itself was a very moderately worded recommendation inviting the Governments concerned to: (a) conduct their relations and settle their disputes in accordance with the spirit of the United Nations Charter; (b) conform in their diplomatic intercourse with the rules and practices which are customary in international relations; and (c) settle frontier disputes by means of mixed frontier commissions or other peaceful means of their choice.

In support of this resolution the Yugoslav Representative made a statement containing detailed evidence of these hostile activities. Delegations of the Soviet Union and all other countries in the Soviet bloc opposed the resolution and produced a number of counter-charges of hostile Yugoslav activities. The Canadian Delegation supported the Yugoslav resolution which was adopted by a large majority, both in the Political Committee and in the plenary meeting of the General Assembly.

## **The Balkans:**

### **(B) Greece and its Northern Neighbours**

Acting on a proposal of the Greek Government, the General Assembly decided during its sixth session to dissolve the United Nations Special Committee on the Balkans (UNSCOB). This body had been set up under an Assembly resolution of October 21, 1947 (a) to assist Greece and its northern neighbours to settle their disputes by peaceful means and (b) to observe their compliance with measures recommended by the Assembly after a United Nations commission of investigation had confirmed that Albania, Bulgaria and Yugoslavia had been assisting guerrillas to fight against the Greek Government. Because these three northern neighbours of Greece refused to have anything to do with UNSCOB, its observation teams had been obliged to confine their operations to Greece, where they had investigated border incidents and reported on the general situation, making recommendations to the Secretary-General which for the most part had been approved by the General Assembly.

In supporting the resolution to dissolve UNSCOB, which was adopted on December 7, 1951, by 48 votes to 5, with 1 abstention, the Canadian Representative observed that the end of a successful chapter had been reached in experimenting with new techniques of collective security. To have closed the northern frontier of Greece would have taken the entire Greek army. The only possible peaceful alternative was to use the force of public opinion to keep the frontier as quiet as possible "through having along that frontier United Nations observers who could at once report any violations, or any



infiltrations of men and arms". The Canadian Representative added, however, that had it not been for the valour of the fighting forces of Greece no amount of watching of the northern frontier would have kept Greece free.

The decision to dissolve UNSCOB reflected a change which had taken place in the nature of the threat to peace and security in the Balkans since the defeat of the main guerrilla forces in northern Greece in September 1949. The threat was still present, but it had now taken the form of a co-ordinated system, developed in Albania, Bulgaria, Czechoslovakia, Hungary and Poland, for selecting and training subversive groups to be smuggled into Greece. With the help of the "free Greek" radio in Roumania these groups were to prepare the way for a future attempt to overthrow the Greek Government by force. Relations between Greece and Yugoslavia, however, having greatly improved, and Yugoslavia having begun to complain of pressure from Cominform countries on its own borders, what now seemed to be required was not a United Nations body based on Greece but a body which would be available at United Nations headquarters to serve the interests of peace in any part of the Balkans where its services might be requested. In a second part of its resolution of December 7 the General Assembly therefore invited the Peace Observation Commission, which was set up under the "Uniting for Peace" resolution of 1950,<sup>1</sup> to create a Balkan sub-commission of three, four or five members for the purpose of visiting or sending observers when requested to do so to any area of international tension in the Balkans where the states concerned consented to receive them. This proposal had been jointly sponsored by France, Greece, Mexico, the United Kingdom and the United States and had Canada's support.

In accordance with the Assembly's resolution, but over the protests of its two Soviet members, the Peace Observation Commission on January 23, 1952 created, as its first subsidiary body, the Balkan Sub-Commission of five members. Responding to a Greek request, the Sub-Commission agreed to send observers to Greece, thus ensuring that there would be no break in the continuity of United Nations observation service in that country.

### Repatriation of Greek Children

During the sixth session of the General Assembly little progress was made toward securing the return to their parents of children and young people who had been abducted from Greece during the guerrilla disturbances. The General Assembly's Standing Committee on Repatriation of Greek Children secured a promise, however, from the Czechoslovak Representative that officials of the International Committee of the Red Cross and the League of Red Cross Societies would be allowed to visit Prague for the first time in two years to discuss the cases of 138 Greek children for whose repatriation specific applications had been made through the Greek Government and Greek Red Cross Society. The Czechoslovak Government maintained, however, that only a few, if any, of these children qualified for repatriation and asked for additional guaran-

<sup>1</sup>See *Canada and the United Nations 1950*, pp. 13-21.

tees concerning the conditions under which they would live if they were repatriated. On February 2, 1952 the General Assembly adopted a resolution, which Canada supported, expressing the opinion that obstacles to the repatriation of Greek children were not insurmountable and asking the Standing Committee and the international Red Cross societies to continue their efforts to have the children returned.

Representatives of the Soviet bloc failed in successive attempts to have resolutions adopted calling for the cessation of "foreign interference" in Greece or the repeal of death sentences meted out to leftist leaders by Greek courts and inviting the Greek Government to grant a general amnesty. Efforts to have the Assembly discuss the treatment of leftist prisoners in Greece were ruled out of order.

## Libya

In pursuance of resolutions adopted by the United Nations General Assembly on November 21, 1949 and November 17, 1950, the process of preparing Libya for independence continued during the year 1951 with the active aid of the United Nations Commissioner for Libya, Mr. Adrian Pelt, who was advised from time to time by the ten-member United Nations Council for Libya. The National Assembly,<sup>1</sup> whose chief responsibility was the drafting of a constitution, had decided in December 1950 that Libya should have a federal and monarchical form of government and had invited the Senussi Amir to become King of Libya as Idriss I. On March 29, 1951 it appointed a provisional federal government of six members under the premiership of Mahmud Bey Muntasser.

The constitution adopted on October 7, 1951 by the National Assembly provided among other things for the distribution of powers between the federal and provincial governments. To facilitate the orderly transfer of these powers, the United Nations Commissioner had arranged for the creation of a Co-ordination Committee in which he was able to discuss with a legal adviser and with British and French administering authorities and representatives of the territorial administration of Tripolitania, Cyrenaica and the Fezzan the best means of effecting the necessary transition. In accordance with decisions of this committee the transfer of powers took place in four stages, beginning in October immediately after the adoption of the constitution. Not until the third stage was reached, however, did the transfers involve a considerable financial burden for the federal government. The third transfer was effected on December 15, 1951, immediately after the conclusion of provisional financial agreements with the Governments of the United Kingdom and France, which helped the Libyan administration to shoulder its new responsibilities. The final transfer of powers (relating to foreign affairs and defence) took place on December 24, 1951, when Libya's independence was declared by King Idriss I and the constitution came formally into effect. The provisional Libyan Government thereupon resigned and was succeeded by a

<sup>1</sup>See *Canada and the United Nations 1950*, p. 24.

duly constituted government under the same Prime Minister, appointed by the King in conformity with the constitution. Application was made immediately by Mahmud Bey Muntasser for Libya's admission to membership in the United Nations in accordance with the General Assembly's resolutions of November 21, 1949 and November 17, 1950. Soon afterward the State of Libya was formally recognized by a number of foreign governments, including that of Canada. Elections were held on February 19, 1952 and Prime Minister Muntasser was confirmed in office.

When the General Assembly convened in Paris in November 1951 unsuccessful efforts were made by certain Arab representatives to have the Libyan item taken up early, in the hope that the wisdom or legality of some of the measures employed in preparing Libya for independence might be considered by the Assembly before Libya was actually declared an independent state. They also suggested that the forthcoming election should be supervised by the United Nations. The Libyan item was not taken up, however, until January 23, 1952, a month after the declaration of independence was published.

The framework of the resolution adopted by the General Assembly on February 1, 1952 was provided by a draft resolution jointly sponsored by twelve states — the United States, Iraq, Liberia, Australia, New Zealand, the Philippines, Denmark, Greece, Chile, Nicaragua, Peru and Uruguay. This resolution congratulated Libya on its attainment of independence, noted that national elections (later amended at the request of four Arab states to read "free and democratic national elections") would soon be held in accordance with provisions of the Libyan constitution, asked the Secretary-General and the Specialized Agencies to continue to extend to Libya such technical assistance as they could if Libya asked for it, and expressed the opinion that Libya should now be admitted to the United Nations in accordance with the Charter and the General Assembly's former recommendations.

Opposition to the draft resolution centred on the issue of whether or not Libya could really be regarded as an independent state so long as foreign troops remained on Libyan soil and the national economy had to be bolstered by substantial subsidies from abroad. The Representative of the Soviet Union proposed that all foreign military forces should be withdrawn from Libya within three months and foreign military bases liquidated. The Representative of Egypt proposed that foreign military bases be turned over to the Libyan authorities and suggested a time limit of six months for the withdrawal of foreign forces. Both these proposals were defeated. The majority, including Canada, took the view that Libya as an independent state should negotiate its own formal agreements on these subjects with the countries concerned — viz., the United Kingdom, France and the United States.

Libya's poverty is great. The deficit in its ordinary administrative budgets is likely to exceed \$3 million, without taking account of urgently necessary minimum plans for economic and social development which will require several millions more. The United Kingdom Government has undertaken to meet the budgetary deficit up to March 1953 if the budget is prudently framed, except in



regard to the Fezzan where France has made a corresponding commitment. By agreement with the United Kingdom Government a chief financial officer and an auditor-general have been appointed and Libya has itself created two financing agencies to receive grants or loans from abroad to finance approved development projects. The United States has agreed to provide financial and technical assistance in addition to the very considerable technical assistance provided by the United Nations and Specialized Agencies, whose preliminary technical surveys in Libya were completed early in 1952.

To reduce the extent of Libya's dependence on bilateral financial agreements, four Arab representatives proposed the creation by voluntary contributions of a special United Nations fund from which Libya might be given financial aid at its own request, the Economic and Social Council (ECOSOC) being asked to suggest how the fund should be administered and used. A Chilean amendment was adopted instead, however, inviting ECOSOC, with the help of the Secretary-General, to make a broader study of ways and means whereby the United Nations and Specialized Agencies might provide additional assistance to Libya with a view to financing urgent economic and social programmes. This suggestion was opposed at first by United States, Canadian and other spokesmen on the ground that it seemed to imply a degree of continued supervision of Libya by the United Nations. In the final vote, however, the twelve-power draft resolution as amended by Chile was adopted by 53 votes, including that of Canada, to none, with no abstentions.

The five members of the Soviet bloc took no part in this vote because they objected to the final paragraph of the resolution relating to the admission of Libya to the United Nations. They maintained that the Security Council should consider Libya's membership application before the General Assembly expressed an opinion on the subject. The Representative of the U.S.S.R. nevertheless included Libya among 14 states whose simultaneous admission to the United Nations he proposed to the General Assembly at the same meeting, five days before a resolution to the same effect was put forward by the Soviet Representative in the Security Council.<sup>2</sup>

On January 29, 1952 the General Assembly adopted a resolution asking the Secretary-General to complete a survey of war damages in Libya begun in June 1951 and inviting the Secretary-General and agencies participating in the Technical Assistance Board to give sympathetic consideration to Libyan requests for assistance with economic development programmes which would strengthen the Libyan economy, including requests for aid in repairing or reconstructing installations damaged during the war, which are also needed to strengthen the Libyan economy. Finally, the General Assembly adopted a resolution noting the announced intention of Egypt to enter into direct negotiations with Libya to settle on a friendly basis issues relating to their common boundary. Both resolutions had Canadian support.

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<sup>2</sup>See above, p. 10.



## Eritrea

Dr. Eduardo Anze Matienzo, the United Nations Commissioner for Eritrea appointed under a resolution adopted by the General Assembly on November 17, 1950, spent the greater part of 1951 discussing with leaders of Eritrean public opinion the form of that territory's prospective constitution and the arrangements to be made for putting into effect the federal act recommended by the United Nations General Assembly. It is hoped that the process of establishing Eritrea as an autonomous political unit federated with Ethiopia under the sovereignty of the Ethiopian Crown will be completed by September 15, 1952, the time limit set in the Assembly resolution. In March 1952 an Eritrean constituent assembly was elected, which began on May 3 the consideration of the draft constitution.

Only one item relating to Eritrea was considered during the sixth session of the United Nations General Assembly. On January 29, 1952 the Assembly adopted a resolution providing for the orderly transfer to Eritrean authorities of property of the Italian state and the former Italian Fascist Party. In addition, the resolution dealt with such matters as the payment by the Italian Government of civil and military pensions to Eritreans, the fulfilment of obligations of Italian social insurance organizations in Eritrea and the continuing validity of concessions and contracts granted by the former Italian and British administrations in Eritrea. The resolution also provided for the creation of a United Nations arbitral tribunal to decide disputes arising out of the interpretation of the resolution or its application. Canada was among the members which voted in favour of the proposed arrangements.

## Morocco

The problem of Morocco was not formally considered by the General Assembly at its sixth session, but a debate of some importance took place on the subject of including this question in the Assembly's agenda. The matter arose from a complaint of the Government of Egypt of October 4, 1951, that France had violated in Morocco both the United Nations Charter and the Universal Declaration of Human Rights. Similar complaints were submitted by Iraq, Lebanon, Saudi Arabia, Syria, and Yemen.

The proposed Moroccan item was first studied by the General Committee (the Assembly's steering committee) on November 8. The Canadian Representative stated that the question was complex and suggested that many delegations including his own would like to have time to consider it more fully. He therefore proposed a recommendation to the General Assembly to defer for the time being consideration of the question of including the problem in its final agenda. The Canadian proposal was adopted by the General Committee by a vote of 6 to 4 with 4 abstentions but the recommendation which it embodied was challenged when the report of the Committee was considered by the General Assembly as a whole. The matter

was subsequently debated in plenary session on November 13 and December 13.

In the course of these debates, the Representatives of four nations — Australia, the Dominican Republic, France and the United States — argued in support of the General Committee's recommendation. The French Representative contended that France was faithful to the duty laid on it under Article 73 of the Charter to assist non-self-governing territories in the progressive development of free institutions. In the case of Morocco, joint examination of the best methods of promoting reforms to this end was continuing all the time. A debate under the auspices of the United Nations would disturb and delay these conversations and would in any case be incompatible with the provisions of the Charter. Supporting the French position, the United States Representative drew attention to the principles of the Charter that persons concerned with problems and controversies should in good faith exhaust efforts for their solution by less formal methods than debate in the General Assembly. The Australian Representative suggested that the General Assembly was not competent to discuss the problem of Morocco because of restrictive provisions in the Charter, notably Article 2 (7) relating to the domestic jurisdiction of states, and that in any case debate might embitter and make worse an already tense situation.

Sixteen nations — Afghanistan, Czechoslovakia, Ecuador, Egypt, Ethiopia, India, Indonesia, Iraq, Iran, Lebanon, Pakistan, Poland, Saudi Arabia, Syria, the U.S.S.R., and Yemen — argued in favour of a discussion of the proposed Moroccan item. The African and Asian states contended that they had special ties of race, language, and creed with the Moroccan people, dating back over centuries: ties which were just as important as those binding Morocco to France as a result of the partition of Africa. The Arab states were distressed about the situation in Morocco which had resulted in recent violence and repressive measures. They pointed out that the Sultan of Morocco himself had recently indicated that he wished to see Morocco's relations with France defined on a new basis; the Arab states had already approached the French Government through diplomatic channels but their notes had gone unanswered; they had then turned to friendly powers but these were unwilling to use their good offices with the French Government; thus the only course open was to have the problem discussed in the forum of the United Nations.

Arab spokesmen went on to say that even if the French contention that Morocco is a non-self-governing territory were accepted, the question clearly fell within the scope of the Charter, and Article 10 provided specifically that the General Assembly might discuss any questions within the scope of the Charter; it would, in any case, be unprecedented to refuse to admit the item on the agenda; some items affecting only one individual person had been discussed, while the proposed Moroccan item concerned the freedom and well-being of a whole people, and to postpone the issue would be to run the risk of violence and bloodshed and communist exploitation of the situation. The acceptance or rejection of the item, Arab spokesmen concluded, would be in the eyes of the people of Africa and Asia a test of the United Nations and of the sincerity of the dominant nations of the West.

When a roll call was taken the recommendation of the General Committee, favouring deferment of the item for the time being, was adopted by 28 votes to 23 with 7 abstentions.

## Tunisia

During the first six months of 1952, efforts have been made by several African and Asian states to have the problem of Tunisia considered by the Security Council or by a special session of the General Assembly.

The problem is not a new one: a Tunisian Delegation pleaded its case before President Wilson and the Paris Peace Conference after the First World War. The present situation, however, arose from the gradual breakdown of collaboration between the French authorities and Tunisian nationalist leaders. In 1950 this collaboration had resulted in the formation of a government under Mr. Mohammed Chenik, including for the first time political figures from the Neo-Destour or New Constitution party, which has emerged in the last decade as the most important popular champion of Tunisian nationalist aspirations. This Government, it was announced, was to negotiate institutional modifications to lead Tunisia by successive stages to internal autonomy. In early 1951, an initial programme of reform, which provided for increased participation by Tunisians, both in government and in the civil service, appeared as the first fruit of this Franco-Tunisian co-operation. Later in the same year, however, difficulties arose concerning both practical problems of administration in Tunisia and the next stage of constitutional reform. In the closing months of 1951 Mr. Chenik, the Tunisian Prime Minister, presented a proposed programme of reform including a demand for an elective national assembly. The French Government was willing to have this question examined by a mixed Franco-Tunisian commission but emphasized that participation of the French population of Tunisia in the political institutions of the country remained an indispensable principle.

It was on this issue that negotiations broke down. On January 14, 1952, a letter from Mr. Chenik to the President of the Security Council was delivered to the office of the Secretary-General. This communication claimed that a difference had arisen between the French and Tunisian Governments because of French "determination to maintain a policy of direct administration" in Tunisia and "to oppose the democratic reform of Tunisian institutions". The letter went on to invoke Article 35 of the Charter under which a state not a member of the United Nations may, under certain conditions, bring to the attention of the Security Council a dispute to which it is a party.

Later in January, serious riots took place in Tunisia involving considerable loss of life. In the following months, at the order of the French Resident-General, Mr. Chenik and other Tunisian Cabinet Ministers were placed under house arrest and removed from the capital, while a new government was formed under Mr. Baccouche with the consent of the Head of State, the Bey of Tunis, who also



gave his agreement in principle to a new reform programme proposed by France, the details of which were to be worked out by a Franco-Tunisian commission.

Arab and Asian nations expressed concern over these developments. On January 30, 1952, the representatives of 15 of these states had requested the President of the Security Council to draw the attention of Council members to the grave consequences likely to follow from a prolongation of the disturbances then taking place. On April 2, 11 African and Asian states, noting the arrests which had occurred since January, and contending that the situation was continuing to deteriorate, requested the summoning of an immediate session of the Security Council on the ground that international peace and security were endangered. Two days later, the Council proceeded to debate the inclusion of the Tunisian problem on its agenda.

The French Representative, who spoke against inclusion, contended that the 11 states had failed to take account of the new agreement in principle between the French Government and the Bey of Tunis which eliminated any "situation" or "dispute" even if the broadest construction were placed on these terms. The United Kingdom Representative, supporting the French position, argued that a debate would almost inevitably increase tension at a time when peaceful negotiations were proceeding. He suggested, moreover, that the matter was one of French domestic jurisdiction and therefore outside the scope of the Charter. The Representatives of Greece, the Netherlands, Turkey and the United States, who indicated their intention to abstain on the issue, took the general view that, while United Nations organs should be available for the examination of any problem causing serious friction in international relations, the main function of the Security Council remained that of fostering agreement through direct negotiations between contending parties. They noted that a programme of reforms had been put forward by the French Government, and intimated that, before other action was contemplated, an opportunity should be given to the parties concerned to reach agreement. The Netherlands, Turkey and the United States wished, furthermore, to reserve their position regarding the Security Council's competence to intervene in the Tunisian question.

The other states on the Council (Brazil, Chile, China, Pakistan, and the U.S.S.R.) wished to have the Tunisian problem examined. The Pakistani Representative suggested that the Bey of Tunis had acted under duress when he sanctioned the appointment of a new prime minister to continue negotiations with France and that these negotiations were not likely to be fruitful because the true representatives of the Tunisian people were in jail.

The Representatives of Brazil, Chile, China, and Pakistan pointed to the liberal tradition of the Security Council in showing willingness to examine questions brought before it. They argued that outright rejection of the request of 11 states which represented about one quarter of the population of the world would harm the United Nations by making it appear that the organization was incapable of protecting the interests of weak nations when these ran counter to the interests of powerful nations.



When it had become apparent that the proposal to inscribe the Tunisian question on the agenda would fail, the Chilean Representative submitted a resolution providing that the item be included on the Council's agenda but that consideration of the question be deferred indefinitely. The Chilean Representative argued that this procedure, while it would allow the French Government to proceed with current negotiations, would permit the Security Council to intervene if a new and serious situation developed in Tunisia. The Chilean resolution was rejected on April 14 by a vote of 5 in favour (Brazil, Chile, China, Pakistan, U.S.S.R.), 2 against (France, United Kingdom), and 4 abstentions (Greece, the Netherlands, Turkey, the United States).

In the weeks which followed there were no further serious disturbances in Tunisia, although individual "incidents" and acts of sabotage did occur. The French authorities gave provisional, and later more complete, freedom to individual national leaders, including Mr. Chenik, who had been held in custody. No progress was made, however, towards the appointment of the Franco-Tunisian commission which was to work out the details of the programme for constitutional reform, and in the end this project was dropped. Instead, on June 19, the French Foreign Minister announced a new reform programme. This promised the immediate granting of greater powers to the Tunisian ministers (who at the time of writing hold half of the cabinet posts including that of prime minister) and the eventual development of a "homogeneous" government composed entirely of Tunisians. Furthermore, the "assentiment" or consent by the French Resident-General heretofore required for ministerial decrees was to be abolished. Instead, the Resident-General could at most suspend decrees considered illegal which would then be examined by an administrative tribunal with equal French and Tunisian representation. The French programme dealt also with reforms for the Tunisian civil service designed to recruit greater numbers of Tunisian nationals, with the creation of elective municipal councils and with the institution of two national consultative assemblies, one wholly Tunisian, the other of mixed composition.

In the meantime, representatives of Asian and African states had been conferring in New York on steps which might be taken in the light of the Security Council's unwillingness to deal with the substance of their earlier communications. On June 20, 13 of these states wrote to the Secretary-General of the United Nations requesting the summoning of a special session of the General Assembly, under Article 20 of the Charter and rule 9 (a) of the Assembly's Rules of Procedure, to consider the Tunisian problem. In accordance with this rule, a majority of member states must signify concurrence within a month of notification by the Secretary-General before a special session is convoked.<sup>1</sup>

<sup>1</sup>On July 16, Canada informed the Secretary-General that in its view the circumstances did not warrant the summoning of a special session at that time. On July 20, the closing date for replies to be received by the Secretary-General, 23 states had concurred in the request for a special session (including the 13 original sponsors), 27 states were opposed, 2 had formally abstained, while replies had not been received from 8 states. As the necessary 31 votes had not been secured, a special session was not summoned.

## The Palestine Dispute

Thanks in part to the influence of the United Nations, the situation growing out of the dispute between Israel and neighbouring Arab states over questions relating to Palestine has been prevented from deteriorating. Although little concrete progress was made during the period under review toward settlement of outstanding issues, the means for reaching a settlement still exist and the United Nations has helped to keep the balance steady in the areas directly affected by the continuing dispute.

Both the General Assembly and the Security Council were called on in 1951 and the first half of 1952 to give their attention to questions relating to Palestine. The General Assembly considered reports submitted to it by two United Nations bodies operating in the area: (a) the Palestine Conciliation Commission, which has been trying since the summer of 1949 to help the parties concerned to settle outstanding issues; and (b) the United Nations Relief and Works Agency for Palestine Refugees (UNRWAPR), which is concerned with the relief and rehabilitation of refugees.<sup>1</sup> The Security Council, on the other hand, was asked to consider charges of persistent violation of two of the four armistice agreements which had been negotiated with the aid of a United Nations representative during the first half of 1949. United Nations truce observers, who had been appointed originally under the terms of a Security Council resolution during the period of hostilities in Palestine, before the armistice agreements were signed, continued during 1951 and 1952 to serve as chairman and investigators for the four Mixed Armistice Commissions which watch conditions on Israel's borders.

### The Task of Conciliation and Mediation

By the end of 1950 the Palestine Conciliation Commission had found it impossible to get the Arab states and Israel to agree on anything more than a plan for partial release of frozen assets of refugees in Israeli and Arab banks and a preliminary formula which might be used as a basis for negotiation of a general peace settlement. The plan for release of bank assets was halted because of technical difficulties and the formula for negotiation of a peace settlement was soon abandoned. The crux of the difficulty faced by the Commission was the fact that the Arab states wished to use past resolutions of the General Assembly as a basis for any negotiations with Israel, whereas Israel wished a peace settlement to grow out of the arrangements made under the armistice agreements, which are more favourable to Israel than the arrangements recommended in resolutions of the General Assembly.

Shortly before the sixth session of the General Assembly convened, the Conciliation Commission tried at a conference in Paris between September 13 and November 19, 1951 to get the consent of Israel and its neighbours to a plan which the Commission itself considered to be a fair compromise between their conflicting demands.

<sup>1</sup>This subject is dealt with at pp. 63-65.

The plan outlined included: (a) mutual cancellation of war damage claims; (b) repatriation of a specified number of Arab refugees in categories which could be integrated into the economy of Israel; (c) payment by Israel of a lump sum for abandoned Arab refugee property based partly on a valuation arrived at by the Conciliation Commission's refugee office and partly on Israel's capacity to pay; (d) payment of individual Arab claims out of this lump sum to be arranged by a United Nations committee of financial experts; and (e) revision under United Nations auspices of existing armistice agreements so as to settle territorial issues and questions relating to holy places, economic development and development of water resources.

All parties rejected the plan put forward by the Conciliation Commission. The latter reported to the General Assembly in December that the events of the last three years and the unwillingness of the parties to implement Assembly resolutions fully made it impossible for the Commission to fulfil its mandate, although it felt that further efforts toward settling the Palestine question could still be usefully based on the compromise proposals outlined above.

During the sixth session of the General Assembly there was an almost immediate confrontation of Israeli and Arab points of view. A four-power proposal sponsored by the United Kingdom and the states which are members of the Conciliation Commission (the United States, France and Turkey) served as the springboard for the debate. The main purposes of this joint draft resolution had been three: that the governments concerned should accept primary responsibility for reaching a settlement; that the Conciliation Commission should nevertheless continue to be available to help them settle outstanding issues; and that the headquarters of the Commission should be moved from Jerusalem to the headquarters of the United Nations, without prejudice to the maintenance of a representative in Jerusalem.

Israel opposed the principle of active mediation by the Conciliation Commission on the ground that it served to keep alive the discussion of past resolutions of the General Assembly recommending policies now described by Israel as being out of date and impossible to accept — namely, the internationalization of Jerusalem, the repatriation of Arab refugees and a territorial division of Palestine which would imply the relinquishment of areas Israel now controls under the terms of the 1949 armistice agreements. Israel preferred that a peace settlement should grow out of the armistice agreements themselves. It hoped the Conciliation Commission might be replaced by a less active Good Offices Committee, to be called on for aid only when both parties desired. The Arabs, on the contrary, wished the Conciliation Commission to be increased to seven members by the appointment of representatives of four additional states, and maintained that it should make active efforts to secure the implementation of past resolutions of the General Assembly, including territorial provisions which the Arabs themselves formerly opposed but now said they accepted as the starting-point for discussions of a peace settlement. Headquarters of the Commission should not be in New York.



In committee the Arabs and their supporters secured the adoption of a resolution in the above sense by considerably amending the four-power draft. They were successful in having incorporated in the revised resolution, in addition to the provisions just mentioned, an expression of regret that the Assembly's past resolutions concerning the repatriation of refugees, the equitable evaluation of their property and the payment of compensation had not yet been carried out. They also incorporated in the resolution a paragraph urging the governments concerned to observe "strictly" the Assembly's past resolutions on Palestine.

Immediately after the committee adopted the resolution desired by the Arab states and their supporters, it was realized that a critical situation had to be faced. Among many states not directly concerned in the Palestine dispute there was an apparent sympathy with the view of the Conciliation Commission that strict implementation of all past resolutions of the Assembly would now be difficult to expect. For that reason the vote in committee on some paragraphs of the amended resolution had been almost evenly balanced, and it seemed unlikely that in the final vote in plenary session these passages would be supported as they stood by the requisite two-thirds majority. If they were rejected, however, there was a possibility that the resolution as a whole might fail of adoption.

Meanwhile the representatives of Arab states, who were under heavy domestic pressure to secure confirmation of the principle of repatriation of the refugees, had made it clear that if the Assembly closed the door to further efforts by the Conciliation Commission to obtain the repatriation of refugees, partly by boundary adjustments and partly by the return of certain categories of refugees to Israel as provided in past Assembly resolutions, the Arab states themselves would not be able to support the programme for rehabilitation of refugees in Arab territory put forward by the head of the United Nations Relief and Works Agency for Palestine Refugees.<sup>2</sup> The resolutions relating to the Conciliation Commission and the work of the Relief and Works Agency, that is to say, were considered by the Arabs to be mutually complementary, and to have to stand or fall together. The point they made was that the refugees could co-operate in the Agency's efforts for their rehabilitation in Arab territory only if they knew that parallel efforts were continuing to be made under United Nations auspices to secure their ultimate return to their former homes.

From the outset the Canadian delegation had supported the purposes of the four-power draft resolution and had helped in the committee stage to have it expressed in a simple form which would emphasize the essential purpose of keeping the Conciliation Commission in existence. As already seen, however, it was not a resolution in this simple form which the Committee adopted. In the interval between the adjournment of the Committee and the final vote in plenary session the Canadian delegation felt that a break-down could be averted if an active effort were made to return to a resolution in a simpler form. The Canadian Representative therefore offered amendments to this effect.

<sup>2</sup>See p. 65.

Sponsors of the original four-power draft resolution found that in the interests of harmony Arab and Israeli representatives alike were now willing to modify the positions they had adopted in committee. Israel acquiesced in the proposal that the Conciliation Commission should continue to be made available to the parties, while the Arab states and their supporters agreed to Canadian amendments eliminating references to the implementation of past Assembly resolutions. These were now merely recalled in the preamble. The proposal that the Conciliation Commission should be increased to seven members was withdrawn. No mention was made of the future location of the headquarters of the Commission.

The resolution thus amended was adopted by the General Assembly in plenary session on January 26, 1952, by the votes of 47 members in favour to 5 opposed (the Soviet bloc), with only Iraq abstaining through doubt of Israel's sincerity in accepting the resolution. The other Arab states, however, supported the amended resolution, as did Israel, in a desire to be co-operative.

In April and May 1952 the Conciliation Commission met in New York and turned its attention to the possible release of blocked accounts of refugees and the consideration of the next step toward securing compensation for abandoned refugee properties.

### **Observance of Armistice Agreements**

Meanwhile the Security Council had been called upon twice in 1951 to consider situations growing out of alleged violations of the armistice agreements. On the first occasion it was a question of the agreement between Israel and Syria. The second time the agreement between Egypt and Israel was involved.

On April 17 the Security Council had before it five complaints from Syria and three from Israel relating to a dispute over drainage operations which Israel maintained it had a right to conduct with a view to facilitating an early return to normal living conditions in the demilitarized portion of the Lake Huleh area and Jordan Valley. Syria complained of the forced evacuation of Arab villagers from the drainage area without the consent of United Nations truce observers appointed under the armistice agreement to supervise the demilitarized zone. When clashes occurred Israel refused to comply with rulings of the Chairman of the Mixed Armistice Commission, arguing that he had exceeded his authority, and there were complaints of violence and loss of life on both sides. On May 8 the Security Council found it necessary to adopt an emergency resolution calling for cessation of fighting, with which the parties complied on May 11.

On May 18 the Security Council adopted by 10 votes to none (the U.S.S.R. abstaining) a resolution which endorsed previous requests of United Nations representatives on the spot that, pending an agreement, Israel should stop all drainage operations in the demilitarized zone. The general authority of United Nations representatives in the demilitarized area was upheld and Israel was asked to comply with their requests. Evacuated Arab civilians were to be returned to their villages forthwith. Aerial action taken by Israel was condemned as a violation of the Security Council's truce

order of July 15, 1948; any other aggressive military action which United Nations truce observation personnel might find either party to have committed was similarly condemned. The parties were asked to settle their disputes by peaceful means.

On July 11, 1951 Israel lodged a complaint that Egypt had been violating international law — the Suez Canal Convention of 1888 and the Israeli-Egyptian armistice agreement of 1949 — by interfering with the passage through the Suez Canal of goods destined for Israel. Israel had raised this question with the Security Council once before, in the autumn of 1950, but had failed to get a ruling on the issue involved. On September 1, 1951, however, by 8 votes to none (with China, India and the U.S.S.R. abstaining) the Security Council adopted a resolution maintaining that active belligerency, which was Egypt's excuse for searching foreign ships for contraband, was incompatible with an armistice regime; that the practices complained of by Israel could not be justified by Egypt on grounds of self-defence; and that they represented an unjustifiable interference with the rights of nations. Egypt was asked to end the restrictions. The Council did not include in its resolution any specific reference to a counter-claim that Israel should be required to cease ignoring the Security Council's resolution of November 17, 1950 relating to the repatriation of several thousand Arabs lately expelled from the Negev into Egypt. The resolution of September 1, 1951 merely recalled in general terms that in November 1950 the Council had asked the States concerned to get on with the business of peace-making.

In general the Security Council has taken the position that the states concerned should air their grievances about non-observance of armistice agreements before the Mixed Armistice Commissions, and three of the four commissions (those handling problems on Israel's borders with Egypt, Jordan and Syria) continued to have a considerable amount of work to do up to the end of the period under review.

## **Iran: Nationalization of Oil Industry**

On March 20, 1951 the Iranian Senate and Chamber of Deputies approved a resolution calling for the nationalization of oil throughout Iran. On May 2 a law was promulgated under which a National Iranian Oil Company was established for the purpose of extracting, processing and selling oil.

For an understanding of what this action involved, it is necessary to go back to 1908, when the Anglo-Iranian Oil Company was founded in London to exploit a 60-year concession granted by the Shah of Persia in 1901 to a financier by the name of William D'Arcy. In 1914, the British Admiralty purchased a controlling share of the company's stock and when the Shah in November 1932 cancelled the D'Arcy concession, on the ground that Iran was getting only half as much from oil royalties as it would from normal taxes on the sale of oil, the United Kingdom Government played an active part in negotiations which led to the acceptance of a new agreement on



May 28, 1933. The 1933 agreement conferred on the Anglo-Iranian Oil Company the exclusive right to develop the oil fields in an area of 100,000 square miles until December 31, 1933.

When the 1933 agreement was set aside by the law of May 2, 1951, the Government of Iran refused the request of the Anglo-Iranian Oil Company for arbitration, for which provision had been made in Article 22 of the 1933 agreement. On May 26 the Government of the United Kingdom asked the International Court of Justice for a ruling that the Government of Iran should submit its dispute with the Anglo-Iranian Oil Company to arbitration. The 1933 agreement, it maintained, could not be annulled or altered by unilateral action. In the hope of preventing the Iranian authorities from ejecting British employees of the company and replacing them with Iranian nationals, and from trying to take over actual management of oil production, the United Kingdom Government asked the Court on June 22 to indicate interim protective measures to ensure that no action should be taken by the Iranian Government which might prejudice the carrying out of any later decision the Court might make.

On July 5 the International Court of Justice, with two judges dissenting, complied with the United Kingdom's second request. It asked the parties to refrain from any action which might aggravate the dispute or hinder the operations of the Company as they had been carried on prior to May 1, 1951. A mixed supervisory board should see that this principle was observed and that revenue in excess of normal expenditures was deposited in banks which would undertake not to dispose of the funds except in accordance with the Court's decisions or by the agreement of the parties.

The United Kingdom Government accepted the findings of the Court but the Government of Iran rejected them forthwith.

The President of the United States then sent to Iran his representative, Mr. Averell Harriman, who attempted to bring the parties together for direct negotiations. From August 6 to 22, 1951 representatives of the United Kingdom and Iranian Governments tried to find an acceptable formula. It had been hoped that if the principle of nationalization were accepted by the United Kingdom Government, actual operations might be entrusted by the Iranian Government to a British company. No agreement along this line was reached, however, and on September 27 the great refinery of the Anglo-Iranian Oil Company at Abadan was occupied by Iranian troops. On the following day the United Kingdom drew the matter to the attention of the Security Council for its urgent consideration.

At its meeting on October 1 the Security Council decided to hear the complaint of the United Kingdom Representative, although some members questioned the Council's competence to deal with the issue on the ground that nationalization of oil, even if it involved cancelling an agreement with a foreign commercial company, was a matter falling within the domestic jurisdiction of Iran. The Representative of the United Kingdom proposed to the Council that Iran should be called on at least to act in conformity with the provisional measures outlined by the International Court of Justice on July 5 and in particular to permit the continued residence at

Abadan of the British staff affected by recent expulsion orders, or the equivalent of that staff. The Security Council then adjourned in order to give an Iranian delegation time to reach New York. Before the delegation arrived all British staff of the Anglo-Iranian Oil Company had been forced to leave Iran as part of the new policy of nationalization on which the Iranian Government had embarked.

On October 19, after three more meetings, the Security Council adopted by 8 votes to 1, with 2 abstentions, a motion of the French Representative to adjourn the debate until the International Court of Justice had considered the matter further. The Soviet Representative voted against the motion because he opposed the consideration of the dispute by the Security Council at all on the ground that this would constitute intervention in the domestic affairs of Iran. The Representative of the United Kingdom abstained from voting because his Government was a party to the dispute. The Yugoslav Representative also abstained. He thought that the Security Council should do what it could to help settle the dispute, but that the motion for adjournment ought not to imply, as it seemed to do, that the Security Council's functions depended on a decision of the International Court of Justice.

In December 1951 the International Bank for Reconstruction and Development offered to discuss with the Iranian authorities the possibility of reviving the oil industry on a provisional basis, without prejudice to the rights of the parties to the dispute. A mission of the International Bank spent January, February and half of March 1952 in Iran for this purpose. The International Bank was willing on certain conditions to supply the necessary capital, but agreement could not be reached on detailed arrangements and the mission withdrew on March 18.

During June 1952 the International Court of Justice heard counsel for both parties. The Iranian delegation elaborated the thesis that Iran was not under obligation to submit to the jurisdiction of the International Court of Justice in this case. Counsel for the United Kingdom argued that Iran was bound to accept the competence of the Court. Judgment on the question of competence had not been rendered by June 30.<sup>1</sup>

## Indians in the Union of South Africa

Complaints by the Government of India, that the Government of South Africa discriminates on racial grounds against people of Indian origin living in South Africa, have been before the United Nations since 1946. Since the partition of India in 1947, Pakistan has also been a party to the complaints. It is India's contention that South Africa's racial segregation policy is a violation of the human rights provisions of the Charter and creates, in the words of Article 14 of the Charter, a situation "likely to impair the general

<sup>1</sup>On July 22, 1952 the International Court of Justice, by 9 votes to 5, found that it had no jurisdiction in the case. The President of the Court (a United Kingdom judge) voted in favour of this finding. Those who voted against were judges appointed by Brazil, Canada, Chile, France and the United States. The Court also declared that its interim order of July 5, 1951, outlining measures of protection to be adopted pending judgment in the dispute, would no longer have validity.

welfare or friendly relations among nations". India's concern over the question was increased when the South African Government enacted the Group Areas Act, under which the various racial groups in South Africa would be restricted to specific areas of residence and economic activity. This Act came into force early in 1950.

In reply to the Indian case, South Africa claims that racial policy is a matter essentially within its own domestic jurisdiction, as defined in Article 2(7) of the Charter and that the General Assembly is therefore not competent to deal with the question. South Africa further maintains that the living conditions of non-European peoples in the Union have been misrepresented by India in the Assembly debates.

It had been hoped that the General Assembly's resolution of December 2, 1950 would bring some progress in the dispute. This resolution recommended that India, Pakistan and South Africa hold a round-table conference; if the conference were not held by April 1, 1951, or if it failed to produce agreement within a reasonable time, a three-member commission would be created to assist in carrying through negotiations; one member of this commission was to be nominated by South Africa, another by India and Pakistan, and the third by the first two or, failing agreement, by the Secretary-General.

In March 1951 the South African Government informed the Secretary-General that it was unable to accept this resolution as the basis for a round-table conference, since the resolution constituted intervention in a matter essentially within South Africa's domestic jurisdiction. The South African Government was unable, moreover, to accept the part of the resolution relating to the establishment of the three-member commission. In spite of these objections, the South African Government was willing to convene a round-table conference (although not on the basis of the Assembly resolution), without prejudice to its position on domestic jurisdiction. This offer was not acceptable to India.

The question came before the *Ad Hoc* Political Committee at the sixth session of the General Assembly in December 1951. The South African Delegate reasserted his Government's position on the question of domestic jurisdiction. He said that India was preventing any progress towards a solution of the problem by insisting that, as a preliminary step, South Africa should abandon its position on the domestic jurisdiction issue and in the meantime refrain from taking any administrative measures to implement the Group Areas Act.

Only one resolution, sponsored by Burma, India, Indonesia, Iran and Iraq, was proposed in the *Ad Hoc* Political Committee. This resolution was largely a repetition of the December 1950 resolution, but recommended the setting up of the three-member commission described in the 1950 resolution within 60 days. The resolution called upon South Africa to suspend the enforcement of the Group Areas Act pending the conclusion of negotiations. In support of this resolution, the Indian Delegate said that South Africa's policy was designed to make the position of people of Indian origin untenable and thus force their repatriation to India



and Pakistan, although they had contributed greatly to the national life of South Africa and knew no other home. He argued that his Government could take part in round-table discussions only on the basis of Assembly resolutions. The Delegate of Pakistan did not associate himself with the sponsorship of the resolution. His Government was prepared to meet South Africa in round-table discussions, provided only that they were carried out in the spirit of the Charter and that administrative measures for putting the Group Areas Act into effect were not taken before the negotiations began or while they were going on. The main thing, he said, was to get negotiations started as quickly as possible even if they were not formally based on Assembly resolutions.

The sponsors of the resolution accepted an amendment put forward by Israel to the effect that if the commission of three were not established, the Secretary-General should lend his assistance to the three governments, with a view to facilitating negotiations, if he thought such assistance would be helpful. The resolution, incorporating the Israeli amendment, was adopted by the *Ad Hoc* Political Committee on January 5, 1952 by a vote of 41 in favour, 2 against (South Africa and Australia), with 13 abstentions (including Canada). When the resolution came before the plenary session of the General Assembly on January 12, 1952 it was adopted by a vote of 44 in favour, none opposed, with 14 abstentions (including Canada). Australia had changed its vote from opposition to abstention and South Africa was absent.<sup>1</sup>

After the adoption of this resolution, there was no progress towards a settlement of the dispute during the period under review. The South African Government again told the Secretary-General that it was unable to accept the Assembly's resolution, but was willing to participate in a round-table conference without prejudice to the question of its domestic jurisdiction. India stated that it was not prepared to enter into negotiations on this basis, and Pakistan declared that these irreconcilable views made it clear that no useful purpose would be served by the nomination of the joint three-man commission. The Secretary-General had made no move to lend his assistance to the three Governments in order to get negotiations under way. At the same time, while South Africa has not recognized the authority of the United Nations to place any restraint on its implementation of the Group Areas Act, it does not appear to have carried the enforcement of the Act's segregation clauses much beyond the planning stage.

While Canada abstained on the resolution of January 12, 1952, it supported the substance of the paragraph authorizing the Secretary-General to lend assistance to the three Governments in order to facilitate negotiations, since it was the Canadian view that this proposal offered a new and conciliatory approach. The usefulness of this new suggestion seemed to be vitiated, however, by the fact that it was embodied in a resolution which was entirely unacceptable to South Africa. Failing a settlement by these means, Canadian policy has been to favour referring the dispute to the International Court of Justice for an advisory opinion since, in the

<sup>1</sup>See p. 123.

Canadian view, the law and the facts are in doubt. Canada has indicated that it is satisfied that the question can be discussed by the United Nations (under Article 10 of the Charter), but is uncertain whether the United Nations can properly intervene. A reference to the International Court of Justice would clear up this controversial point. If the Court found that the United Nations is competent to deal with the question it could, under Article 50 of its Statute, send a commission of inquiry to South Africa to ascertain the facts of the dispute.

## Kashmir

The dispute between India and Pakistan over the State of Jammu and Kashmir still had not been settled by the middle of 1952. The problem had confronted the United Nations since December 30, 1947, when the Government of India lodged with the President of the Security Council a complaint against the Government of Pakistan, alleging that Pakistan nationals and tribesmen had invaded Kashmir, which, it held, had legally acceded to India. India's action was followed by a counter-complaint by Pakistan.

Throughout the ensuing four and one half years — although a cease-fire was achieved on January 1, 1949 — the religious, economic, political and military ramifications of the Kashmir situation prevented the prolonged efforts at mediation carried on by the United Nations from reaching a solution. But although a settlement had not been achieved, there was no renewal of hostilities during the period under review and the United Nations had succeeded in bringing the dispute within a well-established framework of negotiation.

The matter was discussed in the Security Council many times during Canada's term of office in 1948 and 1949, and a Canadian President twice presided over the Council's attempts at mediation. The United Nations Commission for India and Pakistan (UNCIP) was set up by resolution of the Security Council in April 1948, and although it failed to bring the two parties together on a number of issues fundamental to the settlement of the dispute, it did bring about the cease-fire. A cease-fire line was agreed to by both India and Pakistan in July 1949.<sup>1</sup> (For more than three years, Canada has been one of several states providing military observers to aid the United Nations in its surveillance of the area.)

In March 1950, in consequence of a resolution of the Security Council, UNCIP was replaced by a United Nations Representative who was to arrange for, and act as mediator in, a demilitarization programme which would clear the way for a free plebiscite in the whole of Kashmir. Sir Owen Dixon of Australia, who was appointed to this post, spent four months on the sub-continent, but his efforts brought no results. Agreement between India and Pakistan was not obtained for a settlement based on either a plebiscite in the whole of Kashmir, or on partition combined with a plebiscite in the Vale of Kashmir — the area which has been most in dispute.

<sup>1</sup>A map showing the cease-fire line appears at p. 36 in *Canada and the United Nations 1950*.

The Kashmir issue then lay dormant in the United Nations until March 21, 1951, when a joint resolution on the subject was submitted to the Security Council by the Representatives of the United Kingdom and the United States. The resolution, which was adopted on March 30, provided for the appointment of a United Nations Representative to replace Sir Owen Dixon. Again, an agreement for demilitarization as a prerequisite of a plebiscite was to be the main objective of the Representative.

Dr. Frank P. Graham, at that time Defence Manpower Administrator in the United States, was appointed as Representative. He arrived in the sub-continent on June 30, and in his first report to the Secretary-General, submitted on October 15, reported that he had found a general desire to settle the Kashmir problem as soon as possible. Nevertheless, the 11-week period spent by Dr. Graham on the sub-continent was marked by great tension between the two Governments.

On June 30, India alleged a series of violations of the cease-fire line by Pakistan. Shortly after this, Pakistan informed the Security Council that heavy concentrations of Indian armed forces were taking place in East Punjab and in Jammu and Kashmir, and stated that this constituted "a grave threat to the security of Pakistan and to international peace". The exchange of telegrams between the Prime Ministers of India and Pakistan which followed these accusations provided a subject for heated debate on the sub-continent throughout Dr. Graham's stay.

The outcome of consultations with the two Governments was a draft agreement prepared by Dr. Graham and presented to India and Pakistan on September 7. The draft agreement consisted of 12 proposals. Four of these set forth general principles, and the remaining eight dealt with the actual details of a programme of demilitarization.

Dr. Graham left the sub-continent to prepare his report, which was made public in October. His report showed that agreement had been reached on four general principles. In substance, these were that both Governments were willing: (a) to reaffirm their determination not to resort to force; (b) to restrain warlike statements about Kashmir within their countries; (c) to reaffirm their will to observe the cease-fire; and (d) to reaffirm their acceptance of the principle that the question of the accession of Kashmir would be decided by a plebiscite held under the auspices of the United Nations.

However, in spite of this agreement on general principles, the two Governments differed in their approaches to the operative proposals. India, for example, doubted that effective demilitarization could be carried out in the 90-day period recommended. Also, the attitudes of the two Governments towards the basic question of the number and character of the troops to remain on each side of the cease-fire line were still far apart.

Dr. Graham considered, however, that sufficient progress had been made to justify a renewed effort to obtain agreement. Accordingly, on November 10, the Security Council asked Dr. Graham to continue his efforts to obtain the agreement of India and Pakistan



to a demilitarization plan. By this time the tension which had existed during the summer had somewhat abated.

Dr. Graham had further discussions with representatives of India and Pakistan in Paris (where the General Assembly was meeting) and in his second report, submitted to the Security Council on December 18, he stated that agreement had been reached on four of the eight operative proposals for an integrated plan of demilitarization. He reported, however, that at that stage of the negotiations the parties could not achieve agreement on the 12 proposals as a whole; and that, in dealing with the remaining four points at issue, he had concentrated on what in his opinion were the two fundamental points of difference: (a) the number of forces to be left on each side of the cease-fire line at the end of the period of demilitarization; and (b) the day on which the Government of India would cause a Plebiscite Administrator to be formally appointed to office. The related problems still outstanding were the scope of demilitarization and its duration. Dr. Graham expressed certain views on the points of difference but made no specific recommendation as to the next step.

Early in 1952, the Security Council authorized Dr. Graham to return to the sub-continent and continue his negotiations. He did so and on April 25 submitted his third report. He informed the Security Council that he had again discussed the remaining differences with the two Governments. He was unable to report agreement on the remaining points at issue. Pakistan agreed that the forces remaining should be the lowest number possible, based in proportion to the numbers on each side of the cease-fire line at the time of the cease-fire in January 1949; but India maintained its position that such a proportion was unsatisfactory. Pakistan agreed to Dr. Graham's proposals regarding the duration of demilitarization and the date of the Plebiscite Administrator's appointment; India considered that agreement on these points could be reached without difficulty providing agreement were reached on the ratio of forces and on the scope of demilitarization. On the latter point Dr. Graham had been unable to put forward proposals entirely satisfactory to either country. Dr. Graham recommended that his negotiations be continued, and the discussions were renewed in New York in June.

Dr. Graham gave his views on the urgent need for a settlement to the Kashmir dispute, in his report of April 1952 to the Security Council, in the following terms: "A settlement is important not only for the sake of the approximately 4,000,000 people in Kashmir but also for the sake of over 400,000,000 people in India and Pakistan whose peaceful progress is of vital importance to the peoples of the world."

## II

### ECONOMIC AND SOCIAL

#### Survey of the Economic and Social Council

The Economic and Social Council, as one of the principal organs of the United Nations, is broadly responsible for United Nations activities in the economic, social and humanitarian fields. Its functions are to encourage international collaboration for economic and social progress throughout the world and to attempt to find solutions for those international economic and social problems which threaten peace or the enjoyment of peace. The Council is also responsible for the promotion of human rights and fundamental freedoms and for international cultural and educational co-operation.

Canada's second term of membership in the Council began January 1, 1950 and will end at the close of 1952. Canadian delegations have attended the two Council sessions in 1951 and one session in 1952. These delegations have tried to give practical evidence of the importance which Canada attaches to the work of international economic and social co-operation which the United Nations carries out through the Economic and Social Council.

The twelfth session of the Council met during February and March 1951, in Santiago, Chile. The four-week meeting dealt largely with routine questions or items of a continuing nature. The Delegations of the Soviet Union, Czechoslovakia and Poland, which had "walked out" of the Council in 1950, returned at this session. The ensuing debates were characterized by bitter propaganda battles, largely the result of political attacks against the United States by the delegations of the Soviet group. One of the positive achievements of the session was to establish a joint United Nations-International Labour Organization commission of enquiry to determine the nature and extent of large-scale forced labour systems, particularly in the Soviet Union and other Eastern European countries. On the economic side the important achievements were resolutions designed to ease the problems of under-developed countries in importing commodities in short supply and to emphasize the need for further study of means to finance the economic development of under-developed countries.

At the thirteenth session of the Council, held in Geneva from July 30 to September 21, 1951, the political differences between the Cominform nations and the Western world found expression again in a series of long, repetitive propaganda exchanges. Despite the time and energy spent in political argument, the session had a number of accomplishments to its credit. Much of the Council's work consists of long-term projects in which it is hard to point to specific achievements; the thirteenth session nevertheless brought a number of projects of this kind notably closer to their goals. Other problems were attacked for the first time. A few projects — and

this too is important, considering the vast field the Council attempts to cover — were recognized as being unattainable in the near future. Moreover, certain international economic problems, formerly dealt with outside the framework of the Economic and Social Council, were given serious attention at this session and, as a result, one or two of these matters may in future be handled by international machinery operated in a form of relationship with the Council. Most of the important items on the Council's agenda, in fact, were of an economic nature. Detailed discussion of some of these subjects appears elsewhere in this chapter and it is sufficient to note here that the session's chief achievements lay in the fields of economic development of under-developed countries, technical assistance, land reform, commodity arrangements and measures to combat restrictive business practices.

The social agenda of the thirteenth session was composed largely of items of a routine nature but it contained two items of considerable importance — the Draft Covenant on Human Rights and the Draft Convention on Freedom of Information. These two questions are dealt with in detail elsewhere in this chapter.

The Council normally holds two sessions in each year. In 1952, however, because of the unusually long duration of the sixth session of the General Assembly, it was decided to compress the two meetings into one. The Council's fourteenth session will accordingly be the only session in 1952. It met in New York on May 20 and was expected to last about twelve weeks. The most important item before this session was a General Assembly resolution requesting the Council to submit a detailed plan for establishing a special fund for grants-in-aid and for low-interest, long-term loans to under-developed countries. As this volume was being prepared, the indications were that the Council would wish to gather more information, particularly from governments, before submitting such a plan to the Assembly. Other items of importance on the agenda were the world economic situation, full employment, the United Nations technical assistance programmes, problems of development of arid land, human rights and the report of the United Nations High Commissioner for Refugees.

During the first half of the fourteenth session, there was a greater measure of agreement than many delegations had expected after the discussion of economic and social questions which took place at the sixth session of the Assembly. To some extent this was the result of restraint, on the part of members of the Soviet bloc, in indulging in propaganda statements. More significant, however, was the degree of harmony which was apparent between the representatives of developed and under-developed countries not belonging to the Soviet bloc.

In 1951 and 1952 a great deal of attention has been given by the Council to organizational questions. One of the functions of the Economic and Social Council is to act as co-ordinator of the work of the United Nations and the Specialized Agencies. Detailed arrangements have been worked out for this purpose and there is general recognition that the work of co-ordination and the prevention of duplication or over-lapping has achieved great success.



At recent meetings, particularly at the thirteenth session, the Council has given serious thought to the need for and the effectiveness of the operations of its functional commissions and sub-commissions. As a result, certain of these bodies have been eliminated and the number of meetings reduced. A proportion of the work previously done by the functional commissions has been passed to the Council itself, the United Nations Secretariat and the Specialized Agencies. This action has been taken with the aim of increasing efficiency and reducing expense.

The Council at the thirteenth session gave the question of its own organization much attention. An *ad hoc* committee, set up to study this matter and report to the Council, recommended that instead of two annual sessions the Council should hold three, each of which would consider questions of a related nature. The first would begin early in February and discuss social and humanitarian questions; the second would meet early in April to discuss economic questions; the third session would begin as late in the year as possible but before the session of the General Assembly and would be primarily concerned with problems of co-ordination and priorities and the consideration of reports of the Specialized Agencies. A good deal of opposition developed in the Council to this suggestion for a rather drastic change in the Council's method of operation. The Council eventually decided to continue to hold two regular sessions annually but that the second session would be adjourned until during or after the General Assembly session, at which time the Council would take up matters arising from the decisions of the Assembly. This resumed session would also plan the Council's basic annual work programme. It was also decided that, without any rigid allocation of items, an effort would be made to group subjects of a similar nature. As far as possible major economic items would be considered at the first session of the year and all others would be taken up at the second session.

## Technical Assistance

One of the most significant developments in international affairs since the Second World War has been the emergence of the idea of technical assistance to under-developed countries. The technical assistance activities of the United Nations, the United States "Point Four Programme", and the Colombo Plan have all grown from the concept that the under-developed countries of the world should be helped to help themselves, that they should be able to call on the more economically advanced countries for the technical knowledge and skills which would enable them to make the best use of their own resources.

The United Nations and most of the Specialized Agencies, from their inception, gave technical assistance as part of their regular activities, financed out of their ordinary budgets. These activities were so successful that a more ambitious programme was called for. The United Nations Expanded Programme of Technical Assistance, drawn up by the Economic and Social Council (ECOSOC), was

endorsed by the General Assembly in November 1949, and a Technical Assistance Conference, meeting at Lake Success in June 1950, laid the basis for an initial 18-month period of operation ending December 31, 1951. Contributing countries pledged more than \$20 million for this initial period.

Canada pledged \$850,000 for the first 18 months of the Expanded Programme. At the same time, the Technical Co-operation Programme of the Colombo Plan, designed to give technical assistance to the countries of South and Southeast Asia, was being launched by the countries of the Commonwealth. To the first year's operation of this programme — which the Canadian Government regarded as supplementary to technical assistance in this area under the auspices of the United Nations — Canada contributed \$400,000.

Under the Expanded Programme, the Specialized Agencies and a new Technical Assistance Administration set up by the United Nations itself were to co-ordinate their assistance to under-developed countries under the general supervision of a Technical Assistance Board made up of representatives of these agencies and under the chairmanship of the Secretary-General or his representative. They were, wherever possible, to extend help on request in such varied fields as public administration, agriculture, health, education, fisheries, vocational training and social welfare. The methods to be employed were equally varied, including: fellowship programmes for the training abroad of technicians and students from under-developed countries; advisory surveys in those countries by outside experts or missions; assistance to governments in obtaining technical personnel, and in the dissemination of technical information; and the organization of seminars on special problems of economic development.

The contributions to the Expanded Programme went into a special account, administered by the Secretary-General, from which allocations were made to the Technical Assistance Administration of the United Nations and to the Specialized Agencies for their parts in the Programme. The first \$10 million and 70 per cent of the second \$10 million were allocated automatically to the participating agencies on a percentage basis with by far the largest percentages, 29 per cent, 23 per cent, and 22 per cent, to the Food and Agriculture Organization, the Technical Assistance Administration and the World Health Organization respectively.

The thirteenth session of ECOSOC in the summer of 1951 provided the first opportunity for a review and assessment of activities under the Expanded Technical Assistance Programme during its initial period of operation. The dimensions of the Expanded Programme were such as to augment by 50 per cent or more the regular budgets of some of the Specialized Agencies. It was inevitable that a programme of this magnitude should give rise to administrative and operational difficulties which could not be overcome immediately. One of the chief difficulties was that the under-developed countries did not make applications for technical assistance which might have been made available. Even isolated requests were fewer than had been expected, and there was little sign of the planned and integrated programmes which had been hoped for. This difficulty appeared to arise from the uncertainty of the under-developed coun-

tries about their actual requirements for technical assistance and from a lack of the administrative machinery necessary to handle applications for technical assistance, let alone to draw up integrated programmes. The Technical Assistance Administration devoted considerable attention to the development of programmes for training in public administration, in an effort to eliminate this stumbling block to the successful operation of the whole programme. On the other hand, more developed countries, such as Canada, had experienced difficulty in recruiting experts who could meet the qualifications demanded in many of the requests made. Up until the end of July 1951 only some \$3.6 million of the amount available for the first financial period actually was spent, although it was then estimated that by December 31, 1951, nearly \$11 million would have been spent and most of the remainder of the contributions would have been committed for expenditure in 1952.

It was apparent that it was necessary to re-emphasize the principles upon which the Programme was originally based, and at the same time perhaps to broaden the interpretation of those principles. The sending out of highly qualified experts at the request of receiving countries was unlikely to absorb more than a small amount of the funds or facilities available. It was clear that the emphasis might better be shifted to training programmes in the receiving countries and to the provision of demonstration units or pilot projects. In response to the suggestions of representatives of several under-developed countries, the Economic and Social Council asked the Technical Assistance Board to study, in the light of the experience of the participating organizations, the practicability of meeting the need for supplies and equipment designed to increase the effectiveness of teaching institutions and research centres. At the same time, the participating organizations were asked to give special consideration to establishing demonstration projects and training centres in recipient countries. Canadian Delegations, both at ECOSOC and at the subsequent session of the General Assembly, supported proposals that the participating organizations be permitted to be more generous in the provision of equipment and supplies for technical assistance projects, but insisted that the Expanded Technical Assistance Programme should not become a supplies programme. Canada especially favoured proposals for demonstration, training and pilot projects, and for assistance in the field of public administration.

In an important step to increase the efficient operation of the Programme and to co-ordinate the activities of the participating agencies, ECOSOC recommended that only \$10 million out of the first \$20 million of new contributions for 1952 should be allocated automatically in accordance with the established formula already mentioned; the remainder should be allocated by the Technical Assistance Board for projects approved by the Board. A working party (of which Canada is a member) was set up to study the organization of the Technical Assistance Board with a view to the further co-ordination of technical assistance activities.

Canada supported, both in ECOSOC and in the General Assembly, proposals for the appointment of full-time resident representatives



of the Technical Assistance Board to co-ordinate the technical assistance activities of participating agencies in countries receiving assistance. Canada urged the creation of a United Nations office in Colombo to help to co-ordinate technical assistance under the Colombo Plan with technical assistance under the jurisdiction of the United Nations Technical Assistance Board.

In an effort to co-ordinate its own participation in the Expanded Programme, Canada sought to obtain the agreement of all the participating organizations to channel their activities in recruiting experts or in placing trainees in Canada through the Technical Co-operation Service which had been set up in the Department of Trade and Commerce. By June 1952 a total of 54 trainees had been sent to Canada by the Technical Assistance Administration for training in fields which included public administration, agriculture, hydro-electric power development and social welfare. These students have come from such countries as India, Pakistan, Cuba, Finland, Brazil, Uruguay, Burma, Venezuela and the British West Indies. By that date 24 experts had been recruited from Canada by the Technical Assistance Administration and the Specialized Agencies.

Many problems meriting serious consideration in the future arose out of the operation of the United Nations Expanded Programme in its first period. At all the discussions in ECOSOC and in the General assembly it was assumed that the Expanded Programme was a continuing programme. It was important, therefore, to consider questions of organization and administration during this first period. Other problems, however, forced themselves forward. In addition to the question of the emphasis which should be placed on various forms of technical assistance, there appeared the problem of the basis on which technical assistance should be apportioned to various countries. The method of estimating and budgeting programmes in advance and the method of raising money each year have been continuing problems. It is apparent that as the Expanded Programme gets into full swing it will become increasingly difficult to find experts for service abroad. The necessity for inter-agency co-ordination increases as the projects in the receiving countries grow in number, and as the United Nations Expanded Programme, the Technical Co-operation Programme of the Colombo Plan and the United States Point Four Programme develop their activities, problems of co-ordination will assume even greater importance.

## **Economic Development of Under-Developed Countries**

The United Nations Charter recognizes that the appallingly low standards of living among hundreds of millions of people throughout the world must be raised, if a solid basis for lasting peace and stability is to be created. Under the Charter's provisions, member governments have obligated themselves to co-operate in the promotion of conditions of economic and social progress and development.

Since the early days of the United Nations, under-developed countries have been seeking its assistance in promoting their

economic development, and in the course of the past six years the problem of economic development has come to be looked upon as the major economic issue, and one of the most important of all issues facing the United Nations. When it is considered that the under-developed areas of the world comprise most of the countries of Asia, Latin America, Africa and the Middle East, the magnitude of the task becomes apparent. Nonetheless, the progress which has been made, while inevitably slow in comparison to the needs to be filled, is an encouraging proof of the willingness of the more economically advanced countries of the free world to co-operate in the development of the resources of the under-developed areas.

During the past year and a half, the problem of economic development has continued to engage the close attention of the United Nations and especially of the Economic and Social Council (ECOSOC). The Council's greatest practical achievement in this field has been its large-scale programme of technical assistance to under-developed countries<sup>1</sup>. The inter-relation between technological know-how and economic development is self-evident and a real and lasting contribution is being made towards sound and well-conceived programmes of economic development through the technical assistance activities of the United Nations.

The International Bank for Reconstruction and Development<sup>2</sup> has been playing an increasingly important role in the field of economic development through its loans to governments for specific projects designed to accelerate the economic progress of under-developed countries. By the spring of 1952, the International Bank had made loans totalling more than \$1,300 million; of this total almost \$1,000 million had gone to aid economic development in under-developed areas.

The important role which private capital can play in economic development has been emphasized by the more economically advanced countries, who contend that a favourable investment climate in under-developed countries will automatically attract a greater flow of such capital. Because of discriminatory treatment against foreign capital, imposed by certain governments, or because of the wide-spread political and economic instability which has characterized the post-war period, private investment has dwindled to negligible proportions in most of the under-developed areas. The advisability of establishing a new inter-governmental agency aimed at stimulating the flow of private capital to under-developed countries is now receiving active consideration in the United Nations. The proposal is that an international finance corporation, capitalized by government subscriptions, should be set up as an affiliate of the International Bank for the purpose of helping to finance productive private enterprise in the under-developed areas through equity investment and through loans without government guarantees.

At the request of ECOSOC, the International Bank made a preliminary study of the feasibility and desirability of setting up an international finance corporation, and its report was considered by ECOSOC at its 1952 session. The report indicated that the

<sup>1</sup>See pp. 45-48.

<sup>2</sup>See pp. 95-98.

initial reaction of the management of the Bank was that a finance corporation would fill an important gap and should be effective in stimulating investment from private sources. It was stressed, however, that the report was based on a very preliminary study and that further examination and consultation with governments and investment communities would be required before the Bank could decide whether the scheme was practicable. ECOSOC agreed that the proposal was well worth pursuing and requested the Bank to undertake additional study and consultation looking towards a final decision by governments members of the Bank on the establishment of an international finance corporation.

Although substantial assistance in various forms has been provided for economic development over the post-war years, the under-developed countries in the United Nations have concentrated their efforts mainly on obtaining international grants-in-aid. Indeed, during the past 18 months, in spite of increased lending by the Bank, an accelerated technical assistance programme, and a fairly encouraging move toward the establishment of an international finance corporation, as well as bilateral arrangements for grants-in-aid outside the United Nations, the pressure has been stronger than ever for an international fund to disburse grants and long-term, low-interest loans. This campaign culminated in a resolution adopted at the sixth session of the General Assembly which called upon ECOSOC to draw up, for the following session of the General Assembly in 1952, a detailed plan for establishing, as soon as circumstances might permit, a special fund for grants-in-aid and for low-interest, long-term loans to under-developed countries.

The developed countries, while willing to co-operate in various ways in the promotion of economic development, are unanimous in their conviction that an international development fund is not a practical means toward that end. In particular, the United States — without whose participation a fund would be of negligible value — has steadfastly refused to depart from its policy of giving foreign aid through bilateral arrangements. It is not surprising, therefore, that the General Assembly resolution was opposed by all of the industrialized and economically advanced countries, including the United States, Western Europe, Canada and certain other members of the Commonwealth. These countries urged strongly, but in vain, that this resolution should not be forced upon the United Nations against a minority, without whose active support it could not be put into effect. They pointed out that since they were not prepared to contribute to an international development fund, it would be unrealistic and would give rise to false hopes to proceed with the drafting of a plan. However, the resolution was carried by a substantial majority.

When ECOSOC met at its fourteenth session in the spring of 1952, a group of the under-developed countries sponsored a resolution calling for the appointment of an *ad hoc* committee of experts to prepare the detailed plan required by the General Assembly and to submit their report to the Council in 1953. The resolution did not concern itself with the question of principle, but rather laid down a procedure for the execution of the General Assembly directive.



The proposed referral of this task from ECOSOC to an *ad hoc* committee involved a delay of one year in the presentation of the plan to the General Assembly. In putting it forward, the sponsors reaffirmed their demands for the establishment of a fund as soon as possible but recognized that the drafting of a detailed plan would require considerable time and expert knowledge, and that it would hardly be practicable for the Council itself to undertake the work in the first instance. The proposal may also have reflected a realization on the part of the chief proponents of a fund that their real interests might best be served at that point by Council action which would keep the issue alive and in the forefront and which at the same time would command the support of the advanced countries. In fact, the resolution as put to the vote was adopted unanimously except for the abstention of the three Cominform members, Czechoslovakia, Poland and the U.S.S.R.

The Canadian position on the question of the financing of economic development has been made clear on many occasions in the United Nations. Canada recognizes the tremendous needs, sympathizes with the peoples of the under-developed areas in their efforts to improve their living conditions, and is willing to help. Practical proof of this interest and goodwill has been shown by contributions to the United Nations Technical Assistance Programme, full support of the International Bank and participation in the Colombo Plan. The Canadian Delegation to the latest session of ECOSOC also expressed a positive interest in the proposal for an international finance corporation; if, on further examination, it is decided to set up this institution along the general lines set forth in the Bank's preliminary report, Canadian participation in it can be expected. It is Canada's considered view, however — and this view is shared by all the more economically advanced countries and, indeed, by a few of the under-developed countries —, that a central fund for international grants-in-aid, to be distributed for general economic development purposes, is an impractical scheme and would not provide for the most effective use of available financial resources. It is recognized that, in certain circumstances, grant aid is necessary but the funds which Canada is prepared to give in grants will, in the Government's view, do more to assist economic development if used for programmes worked out bilaterally with the receiving governments than if contributed to a common fund, administered internationally.

Moreover, in the problem of economic development, other factors besides the provision of finance are of vital importance. Unless financial aid is accompanied by sound internal fiscal policies and certain legal and social conditions, no amount of foreign capital will achieve its objective. Thus, appropriate measures of land reform, tax systems based on the national interest, and efficient public administration are just as essential to sound economic development as is financial support. Some progress is being made in these fields, with United Nations help and encouragement, but much more remains to be done if the available capital is to be put to the most effective use.

## World Economic Situation

It is customary during sessions of the Economic and Social Council (ECOSOC) to hold a general discussion of the world economic situation. These discussions provide an occasion for an exchange of views on main developments in the international economic field and their impact on national economies. During the period under review debates of this sort took place at the twelfth and thirteenth sessions of ECOSOC in 1951 and at the fourteenth session in 1952. The changes and fluctuations which occurred in the world pattern of prices, trade and payments after the outbreak of hostilities in Korea and the undertaking of rearmament programmes in many countries were described in various reports prepared by the United Nations Secretariat, and these reports provided the background for the discussions in the Council. Three separate points of view could be distinguished, depending on whether the speakers represented industrialized nations, under-developed countries or the Soviet bloc.

At the two sessions in 1951, representatives of the under-developed countries expressed grave concern that the demands of rearmament in the industrialized countries would make it impossible for the under-developed countries to obtain the capital goods necessary for their development. They urged that the more advanced countries take special measures to meet the requirements of the under-developed countries, to assure stability in the prices of their exports and to maintain a continuous outflow of capital investment.

The industrialized countries represented at the 1951 sessions of ECOSOC (excluding the Soviet bloc) recognized with regret that in the circumstances defence must have first call on their resources and that this might temporarily limit their ability to contribute substantially to the development of other countries. They were worried about the effects of high raw material prices and emphasized the need to control inflation and to ensure the equitable distribution of commodities in short supply. At the end of the twelfth session of ECOSOC, a resolution was adopted which recommended, among other things, that all members of the United Nations:

- (a) take measures to bring about adequate production and equitable international distribution of capital goods, essential consumer goods and raw materials especially needed for the maintenance of international peace and security, the preservation of standards of living and the furthering of economic development;
- (b) take measures, direct or indirect, to regulate at equitable levels and relationships, the prices of essential goods moving in international trade;
- (c) take all steps in their power to prevent the development of inflationary pressures.

At its thirteenth session in the summer of 1951, the Council considered reports from various countries on the action they had taken to carry out the terms of this resolution. The general debate closely followed the pattern set at earlier sessions. However, the

Representatives of Canada and the United States, while giving warning that the acceleration of their defence efforts might increasingly limit their ability to meet other demands, were able to point out that production in their countries had expanded to such an extent that they had been able to provide for defence requirements, to maintain their civilian economies, and also to help meet some of the essential needs of less developed states for machinery and equipment. Countries of Western Europe expressed their continuing anxiety about shortages of some commodities. Several of them were worried about the deterioration in their trading position resulting from increases in the cost of the raw materials they must import as compared with the prices received for the manufactured goods they exported.

By the time the Council met for its fourteenth session in 1952, the picture had changed. The boom in raw material prices had largely run its course, the demand for consumer goods had eased throughout the world and, despite defence requirements, some unemployment had appeared in a number of countries. The report of the Secretariat showed that in 1951 the under-developed countries, despite their earlier misgivings, had by and large been able to obtain as much capital equipment for development as their economies were ready to absorb.

At the fourteenth session the fears expressed by many delegates were less of shortages and high prices than of the danger of a serious decline in business activity throughout the world when defence expenditures were reduced. The Representatives of the United States and Canada were inclined to discount fears of imminent recession. They expressed the view that world trade would continue to expand when it became possible to release resources being absorbed by defence programmes. They were happy to note that during 1951, despite the defence requirements of industrialized countries, it had been possible for the under-developed countries to obtain the capital equipment they needed. The under-developed countries, while continuing to stress their need for capital equipment and financial assistance, increasingly emphasized the importance of introducing international arrangements to stabilize prices of raw materials. This reflected the anxiety of the under-developed countries about the decline in raw material prices which had succeeded the boom of the months following the outbreak of hostilities in Korea. During this session also, a number of European countries and Canada expressed their growing concern about the import policies of the United States and the domestic pressure being brought to bear on the United States Government for measures to restrict and hinder the admission of foreign goods. These countries emphasized that it was important for the future stability of international trade that the United States be willing to accept imports from countries which would otherwise be unable to obtain their full requirements of goods from the United States.

The speeches of the representatives of Soviet bloc countries on the world economic situation, at all three sessions, were largely political. The Soviet bloc representatives attributed the economic difficulties of other countries to what they described as the aggressive



war preparations of the industrialized countries of the West, particularly the United States. They maintained that capitalist groups in the United States and other countries were extracting enormous profits from rearmament at the expense of the standard of living of the masses in advanced as well as in under-developed countries. All this was contrasted with the alleged expansion of production for peaceful purposes in their own countries. It was apparent that their tactics were to create as much dissension as possible among the industrialized countries outside the Soviet bloc and between these countries and the under-developed areas of the world.

Discounting the political content of the debates on the world economic situation, there remained a useful core of discussion on the real economic problems facing the countries of the world. Canada took part in all these debates and explained the policies which had been followed in Canada to expand production and control inflation and to meet other special difficulties. The debates also provided an opportunity for Canada to emphasize the importance it attaches to the elimination of trade restrictions and other practices militating against economic stability and the expansion of world trade.

## **Land, Productivity and Non-Agricultural Resources**

During 1951 and the first half of 1952 the Economic and Social Council (ECOSOC) and the General Assembly considered a variety of special questions on the development and utilization of the world's natural resources. These included land reform, productivity, the conservation and utilization of non-agricultural resources, and the control and use of water resources.

### **Land Reform**

A General Assembly Resolution of 1950 had called for the preparation of a report on defects in agrarian structure as they related to the process of economic development. The report was considered by the thirteenth session of ECOSOC and the sixth session of the General Assembly in 1951. It described the main features of the agricultural systems in under-developed countries and included studies of land tenure, agricultural indebtedness, taxation policies, research and experimental stations, marketing co-operatives, credit facilities and educational and technical services. The report made a number of recommendations on the various problems under consideration.

The debates on the report showed general agreement on a number of important principles: first, that land reform was fundamental to an effective programme of economic development in under-developed countries; second, that the main responsibility for carrying out land reform must rest with the countries concerned; and, third — although this was disputed by the Soviet bloc representatives —, that land reform should be carried out, wherever possible, within the framework of existing political and social institutions. Resolutions were adopted by the Council and the Assembly recommending that governments take action in respect of security of

tenure, agricultural credit, reasonable rates of interest, moderate rentals, equitable taxes, co-operative organizations, diversification of agricultural production, cottage industries, agricultural experimental and research stations and other related matters. Delegates recognized that no one measure or group of measures could be expected to meet all situations and it was therefore agreed that countries should take action, within the range of activities listed, which would be appropriate in their particular circumstances.

The resolutions also directed the Specialized Agencies to keep the subject of land reform under review and to give high priority to it in their technical assistance programmes. The General Assembly, in addition, resolved to place the subject of land reform on the agenda of its 1952 session and directed the Secretary-General to report to that session on progress achieved.

Canada supported the resolutions of both the Council and the General Assembly. Canadian statements in the debates stressed the need to deal with land reform on a country by country basis, and the fundamental importance to agricultural development generally of a system of land tenure providing for private ownership of the land by farmers.

### **Productivity**

The General Assembly at its sixth session in 1951 also considered methods to increase productivity throughout the world — that is, methods which might increase the value of the product of a given amount of labour. It was recognized that more rapid economic progress in the world would require closer international co-operation to facilitate the best use of the world's manpower resources, natural resources and productive equipment. In the resolution adopted on the subject, the Assembly expressed its belief that an important increase in the rate of growth of world production could be achieved by the application of the latest available scientific knowledge and techniques to production. ECOSOC was directed to study ways in which productivity could be increased by the application of existing scientific and technical knowledge. The resolution provided that the results of these studies should be made available to under-developed countries on request. The Assembly is to consider the subject again at its seventh session in 1952.

### **Conservation and Utilization of Non-Agricultural Resources**

The Secretary-General presented a report on this subject to the twelfth session of ECOSOC in 1951. He suggested that the United Nations, in the light of the findings of a United Nations Scientific Conference on Conservation and Utilization of Resources held in New York in August 1949, should initiate a programme for promoting a systematic survey and inventory of the world's non-agricultural resources — that is, natural resources other than land. He proposed that the United Nations should consider the possibility of calling conferences for the exchange of information on particular types of resources or on special problems common to a group of countries.

A resolution embodying these two proposals was adopted by the Council with Canadian support. Among other things, the resolution called upon the Secretary-General to inform each session of the Council of any action taken and of future plans for the implementation of the programme. The first report of this kind was made to the thirteenth session later in 1951. The Council was informed that iron ore was the first resource chosen for survey.

### **Arid Lands and International Co-operation for Water Control and Utilization**

The fourteenth session of ECOSOC, early in 1952, considered two reports submitted by the Secretary-General — one on international co-operation for water control and utilization, and one on the activities of the United Nations and Specialized Agencies with respect to development of arid land. The Council, because of the close relationship of these two reports, considered them together.

Discussion centred on a United States-Philippine draft resolution which requested the Secretary-General to assume the leadership in the promotion of joint planning for international activity on the development of water resources, to promote the development and exchange of basic water data, to report on the activities of international and national organizations dealing with the development of water resources, and to make recommendations for the better co-ordination of the work of existing international organizations and for work which might be carried out in areas not adequately served by international organizations.

Several delegations, including those of the United Kingdom, France and Canada, considered that the programme set forth in this draft resolution was over-ambitious and would cost a good deal in money and effort. These delegations proposed a series of amendments, many of which were incorporated in a compromise resolution eventually adopted by the Council. The final resolution gave the Secretary-General responsibility for co-ordinating activities on water control and development but limited the amount of work which the United Nations Secretariat would itself have to perform or initiate. ECOSOC will take the question up again in 1954 when the Secretary-General will report on the activities of international organizations with respect to water resources. The report may include recommendations for better co-ordination and balanced development of these activities. The resolution also provided that the Council would continue to give careful attention to the work of the Specialized Agencies, particularly the United Nations Educational, Scientific and Cultural Organization and the Food and Agriculture Organization, on the development of arid lands.

### **Famine**

The problem of famine was taken up by the Economic and Social Council (ECOSOC) at its twelfth session in 1951. The Council adopted a Chilean-United States resolution recommending that the Food and Agriculture Organization (FAO) keep the world food situation under review and make immediate reports to the



Council when critical food shortages or famine occurred or became imminent. Canada supported this resolution, recognizing that emergencies might arise which would require action by both national governments and international agencies. At the same time, however, the Canadian Representative emphasized that a real solution to the problem of food shortages could only be found in more rapid development of the world's agricultural resources.

Food and famine were discussed also by the General Assembly at its sixth session at the end of 1951. The Assembly adopted a resolution requesting the Secretary-General, in consultation with the Specialized Agencies concerned, to prepare recommendations for prompt, concerted and effective action which might be taken by governments, inter-governmental organizations and voluntary agencies in the event of actual or threatened famine. The Secretary-General submitted his report to the fourteenth session of ECOSOC in 1952. His suggestions did not include the possible establishment of an emergency food reserve, a proposal which was being studied by FAO.<sup>1</sup>

The first part of the Secretary-General's report listed specific tasks which might be undertaken by voluntary agencies, national governments, Specialized Agencies, and the United Nations itself. These suggestions were designed generally to improve administrative and organizational machinery and to ensure effective co-ordination of activities in the event of famine. The second part of the report proposed that funds should be made available to the Secretary-General to be used by him to help meet the initial impact of a disaster. In addition, the report envisaged a programme which went far beyond food requirements to include medical supplies, clothing, emergency shelters and other relief activities.

It became apparent, in the course of the Council's debate on the Secretary-General's report, that most Council members were prepared to accept the administrative measures proposed. There was little inclination, however, to support the establishment of funds of the kind suggested by the Secretary-General or to plan for wide United Nations relief activities. The debate was a useful one, bringing out the responsibilities of recipient as well as donor countries. A resolution was adopted recommending that national governments make arrangements in advance for the designation of ministries or agencies to be responsible for famine relief activities. The resolution specified a number of measures which these agencies should take. It called on governments to arrange for the suspension of customs duties and other barriers to the emergency importation of food. It asked that encouragement and support be given to local and international voluntary agencies such as the Red Cross and Red Crescent organizations which, in the past, had provided timely assistance. It recommended that FAO perfect its arrangements for investigating and reporting famine conditions and that the Secretary-General arrange, as circumstances might require, for the co-ordination of the famine relief activities of inter-governmental organizations, governments and voluntary agencies. The resolution concluded with a paragraph commending FAO for the study it had

<sup>1</sup>See p. 94.

undertaken on the possibility of establishing an emergency food reserve to assist peoples threatened by famine. The resolution, which had been introduced by the United States, Iran and Uruguay, was adopted unanimously.

## Full Employment

Under Articles 55 and 56 of the Charter, members of the United Nations are pledged to promote full employment within their national boundaries and to co-operate with other states for the attainment of this purpose throughout the world. In this context, full employment does not mean the complete absence of unemployment, but rather the maintenance of conditions which provide opportunities for gainful employment for all those willing and able to work. The eleventh session of the Economic and Social Council (ECOSOC), in 1950, adopted a resolution which was subsequently endorsed by the fifth session of the General Assembly. The resolution listed a variety of national and international measures which might be taken to ensure the maintenance of full employment. Among other things, member governments were asked to publish annual statements outlining their economic objectives for the following year, to be accompanied, wherever possible, by a statement of quantitative goals or forecasts of employment, production, consumption, investment, and other measurable economic factors which might indicate trends in their economies. Governments were also invited to formulate policies and adopt measures to promote steady economic expansion, to combat recessionary tendencies, to meet unemployment emergencies and to avoid inflation and excessive price increases.

The Council recognized that many of the policies affecting trade which were adopted by governments during the 1930's, in an effort to protect their own economies, tended to spread unemployment from country to country. The resolution therefore recommended that governments avoid policies of this sort. In addition, it emphasized the importance of maintaining a high and stable level of international investment for development purposes, and of achieving balance of payments equilibrium at the highest possible level of mutually beneficial trade. In this connection, governments were called upon to avoid policies likely to have seriously adverse effects on the balance of payments or employment levels of other countries. The resolution urged the reduction of quantitative restrictions on international trade, imposed for balance of payments reasons, and the elimination of exchange restrictions on current account transactions. It also directed the Secretary-General to appoint groups of experts to prepare reports on various aspects of the problem of full employment. One report, for example, was to include an analysis of "alternative practical ways of dealing with the problem of reducing the international impact of recessions". The Council decided to consider each year, beginning in 1951, the problems of achieving and maintaining full employment.

The thirteenth session of ECOSOC, in 1951, was the first occasion when full employment questions were considered under the terms of this resolution. Because, at that time, the state of employment

in most of the developed countries did not raise serious problems, the debate consisted largely of an examination of the employment situation in member states and of the progress achieved by the Secretary-General and by member states in implementation of the 1950 resolution.

The debate provided a useful occasion for a further exchange of views on the maintenance of full employment. Most representatives recognized that, while it was not at the moment a crucial issue, it was important for ECOSOC and for members of the United Nations to keep the problem under review so that speedy action could be taken if it became necessary. The Canadian Delegation emphasized that full employment should be regarded as one objective of economic policy, among many others, on the same plane as improved standards of living, increased productivity, economic stability and related objectives. The Delegation pointed out that Canada was a country which had wide regional differences within its economy and which depended heavily on international trade; it was impracticable for such a country to agree, as some delegations had proposed at the eleventh session, to bring into play arbitrarily prescribed administrative measures whenever unemployment rose to a given percentage. The Canadian Representative suggested that the timing and nature of compensatory action would be better left to the discretion of national governments acting in the light of conditions prevailing in their particular economies.

A good deal of attention was also devoted, at the thirteenth session of the Council, to conditions of under-employment in some of the less industrialized countries. It was agreed that a discussion of under-employment in these countries should take place each year as part of the Council's debate on economic development generally.

In the full employment resolution of 1950, the Secretary-General had been asked to prepare a report on the long-term balance of payments prospects of individual countries. At the thirteenth session, he pointed out that a study of this kind was unlikely to produce useful results in the uncertain world conditions then prevailing. The justice of this view was recognized by the Council which passed an amending resolution leaving the Secretary-General free to carry out the study when, in his judgment, this would serve a practical purpose.

The question of full employment was again on the agenda of ECOSOC at its fourteenth session in 1952. The debate, however, was not completed during the period covered by this volume. This meeting of the Council had for consideration, in addition to the annual reports of governments, the experts' study on ways of reducing the international impact of business recessions, called for by the 1950 resolution.

## **Restrictive Business Practices**

The thirteenth session of the Economic and Social Council, in September 1951, decided to establish a committee to collect and analyse information on restrictive business practices in international trade. The committee was also to study measures taken by governments to deal with such practices and to restore freedom



of competition. It was to prepare for the Council's consideration, not later than March 1953, proposals for an international convention on restrictive business practices.

In introducing the resolution on this subject, the United States Delegate pointed out to the Council that increasing attention had been given by many governments, in the post-war years, to the question of restrictive business practices in both domestic and international trade. Appropriate legislation had been adopted or was under consideration in a number of countries. The Canadian Delegate, supporting the resolution, referred to the extended consideration which had been given to the subject during the preparation of the Havana Charter for an International Trade Organization<sup>1</sup>. He also recalled that a committee had been appointed in Canada in 1944 to study international cartel practices; the results of the committee's work were contained in a report entitled "Canada and International Cartels", which recommended international action to curb the harmful effects of restrictive practices.

The resolution was opposed only by the members of the Soviet bloc, who contended that it would provide a smokescreen behind which American cartels and monopolies would operate unhindered all over the world.

The *Ad Hoc* Committee on Restrictive Business Practices, which was set up as a result of this resolution, was composed of representatives of Belgium, Canada, France, India, Mexico, Pakistan, Sweden, the United Kingdom, the United States and Uruguay. It held its first meeting in New York from January 29 to February 6, 1952. The Council's resolution had reaffirmed the principles of Chapter V of the Havana Charter, which deals with restrictive business practices, and had recommended to member states that they take appropriate measures to prevent practices which had harmful effects on the expansion of production or trade, on the economic development of under-developed areas, or on standards of living. The Committee therefore undertook a detailed examination of this Chapter. It also prepared a letter to governments and to interested Specialized Agencies and non-governmental organizations, requesting information on restrictive practices in international trade, and legislative and other measures designed to deal with them.

The Committee's second session was held at United Nations Headquarters from April 28 to May 9, 1952. At this meeting, the Committee considered various points in Chapter V of the Havana Charter with which it had not dealt at its previous session, and began a consideration of the structure, functions and procedures of an international body which might be set up under an international agreement on restrictive business practices. These matters are also to be the subject of further study and examination by individual members of the Committee before the next session is held, probably in the early fall of 1952. In the meantime, the information requested from governments, Specialized Agencies and non-governmental organizations will be received by the Committee's secretariat, which will have the initial task of organizing this material for the consideration of the Committee.

<sup>1</sup>Not yet in force. See p. 108.

## Newsprint

Early in 1951, the International Materials Conference (IMC) was established in Washington. This is an independent association of states which is not allied with the United Nations, the North Atlantic Treaty Organization, or any other international organization. Its formation was originally sponsored by the United States, the United Kingdom and France, and the object of the conference was to provide international co-ordination in the distribution of scarce raw materials. Separate committees were established to deal with a number of specific commodities or related groups of commodities, each committee being composed of the principal producing and consuming countries for the commodity in question.

In April 1951, a pulp-paper committee of IMC was formed to study supply and demand problems for newsprint and for kraft pulp and dissolving pulp (materials used in the production of newsprint). The committee was to make recommendations to the member governments for appropriate action in connection with the distribution of these commodities. Canada, which is the world's largest producer of newsprint, became a member of the pulp-paper committee.

Newsprint itself proved to be the greatest problem facing the committee. Although demand exceeded supply by only three or four per cent, a number of countries faced serious deficits. The committee immediately set to work to devise means of meeting the emergency needs of all countries. A special emergency allocation was made to France in May 1951, and this was followed in June 1951 by the first general emergency allocation to a number of countries. By the end of 1951, 33,650 tons of newsprint had been allocated to 18 countries. This action, it may be emphasized, had no connection with the United Nations.

In the meantime, however, the subject of newsprint had been raised in various Specialized Agencies of the United Nations, initially by France and Belgium, beginning at the sixth session of the United Nations Educational, Scientific and Cultural Organization (UNESCO) in Paris in June 1951. At that session the preliminary discussion showed that several countries were in favour of calling an international conference, under the sponsorship of UNESCO, to consider international action to increase world production of newsprint and to ensure fair distribution. Canada was, of course, keenly interested in the newsprint situation; it sympathized with countries experiencing shortages, and was anxious to see these shortages alleviated as quickly as possible through international action. At the same time, Canada recognized the substantial progress already achieved through IMC. For this reason, and to avoid duplication of effort, Canada opposed the calling of an international conference under UNESCO. Instead, recognizing that there were long-range aspects of the problem which were more suitable for study by the United Nations than by an organization such as IMC, Canada supported a resolution which was adopted by the sixth session of UNESCO inviting the Economic and Social Council (ECOSOC), in its capacity as co-ordinating agency for the various United Nations organs and agencies concerned, to "draw

the attention of these organs and agencies to the importance of technical research in the use of substitute raw materials, of increased production of wood pulp and of related economic and financial problems, including those involved in research, the increase of production, international trade and balance of payments”.

A resolution adopted by the thirteenth session of ECOSOC in September 1951 endorsed the appeal made by UNESCO and asked that the problem be given further study in the Food and Agriculture Organization (FAO), the regional economic commissions of ECOSOC, the United Nations itself and UNESCO. This resolution, as well as resolutions of the sixth session of the FAO Conference in November 1951 and the General Assembly of the United Nations in January 1952, recognized both the short-term importance of the work being done by IMC and the need for further study of the long-term aspects of the problem by the United Nations and its agencies.

By the end of April 1952 the newsprint supply situation had eased sufficiently for the pulp-paper committee of IMC to recommend no further allocations of newsprint. This improved situation was reflected in the ninth session of the timber committee of the Economic Commission for Europe (ECE) in May 1952. This committee, which had been instructed by the seventh session of ECE in March to assist in efforts designed to increase the production and supply of raw materials required for newsprint, decided that as a result of the improvement in the supply of pulpwood no further action was required by the committee at that time. It is expected, however, that the long-term problem will continue to be studied by ECOSOC, and the IMC pulp-paper committee is prepared to consider further allocations should the necessity arise.

## Aid for Korea

From the beginning of hostilities in Korea, the United Nations has been conscious of the need for relieving the distress caused to the civilian population by the fighting and the consequent dislocation of the Korean economy. In 1950 the United Nations Korean Reconstruction Agency (UNKRA) was set up by the General Assembly for this purpose. It was at first intended that UNKRA should only begin to operate when hostilities came to an end and it is still true that the chief present responsibility of UNKRA is to make long-term plans for the relief and rehabilitation of Korea rather than concentrate on the provision of emergency assistance.

In the meantime, insofar as the needs of the Korean people transcend the resources of their own government, relief is given by the United Nations Civil Assistance Command for Korea (UNCACK) which is a unit within the United Nations Command in Korea and is thus under military control. The funds for this emergency relief are provided by the United States Government.

Nevertheless, some limited responsibilities were fairly early in the war given to UNKRA and lately these have been re-examined and a clear understanding reached with the United Nations Command. Where military security has not been established the military authorities remain primarily responsible for the operation of relief



projects and economic aid to Korea. However, such projects as, it is agreed, will not interfere with military requirements will be carried on by UNKRA. For example, plans are being studied or have been implemented for: the establishment of hospitals and the purchase of mobile clinics; the importation of fishing nets; a programme for improving seed; the repair and equipment of school classrooms and the provision of paper and text books; the equipment of a metallurgical laboratory; the provision of coal briquetting machines; and other practical projects.

In the next phase of operations, after the end of hostilities, UNKRA will be responsible for all aspects of relief in Korea. Long-range reconstruction and rehabilitation plans and programmes are being devised so that there will be no interruption of relief work when full responsibility is eventually transferred to UNKRA.

For the limited tasks so far facing UNKRA there has been no lack of funds. More than \$(US)200 million was pledged to UNKRA, and as of June 20, 1952, \$(US)18,120,420 (including the full Canadian pledge of \$(Canadian)7.25 million) had actually been paid. Further amounts will, of course, be available as required. More than \$(US)240 million has also been pledged or contributed in cash or kind for emergency relief in Korea by governments (chiefly the United States), Specialized Agencies of the United Nations, and private and non-governmental organizations (including the United Church of Canada). The total amount of cash and commodities so far pledged or contributed from all sources to Korean relief and rehabilitation is approximately \$(US)450 million. From March 3, 1952 all offers of assistance to Korea are to be channelled through UNKRA, instead of partly through that Agency and partly through the Secretary-General of the United Nations, as had been done previously.

Canada is a member of the Advisory Committee of UNKRA which also includes the United States, United Kingdom, Uruguay and India. The principal function of the Committee is to advise the Agent General of UNKRA with regard to major financial, procurement, distribution and other economic problems pertaining to the Agency's plans and operations. The Canadian Government accepted the chairmanship of the Committee for 1952.

## Assistance to Palestine Refugees

On June 30, 1950 General Howard Kennedy, a Canadian citizen who had been appointed head of the United Nations Relief and Works Agency for Palestine Refugees (UNRWAPR),<sup>1</sup> reached the end of his term of office. He was succeeded by Mr. John Blandford of the United States, who had been a member of General Kennedy's advisory commission and was therefore able without loss of time to build on the foundation which had already been laid by General Kennedy in pursuance of the General Assembly's decision to combine relief for more than 875,000 Arab refugees with a works programme to render as many of them as possible self-supporting.

<sup>1</sup>See *Canada and the United Nations 1949*, pp. 56-60 and *Canada and the United Nations 1950*, pp. 26-30.

Mr. Blandford's report to the Assembly outlined what the Arab governments most concerned with the refugee problem had done on their own initiative in the past to cope with the problem and their contributions since the inception of international co-operation to support the refugees. It continued with an analysis of the present problem and a comprehensive statement of what has been done by the United Nations and Specialized Agencies to keep the refugees fed, clothed and sheltered, prevent the outbreak of epidemics and avoid the recurrence of large-scale disturbances in protest against the continued displacement of so large a proportion of the Palestine population. The report was couched in positive and constructive terms, emphasizing business possibilities in the areas now open to refugee resettlement. It also referred to the growing willingness of Arab governments to co-operate actively in the reintegration of refugees provided this did not prejudice in any way the right of the refugees to repatriation should a political agreement on repatriation be worked out under the auspices of the Palestine Conciliation Commission or otherwise.

Mr. Blandford presented at the sixth session of the General Assembly a \$250 million programme of assistance to Palestine refugees for the three-year period of July 1, 1951 to June 30, 1954. Of this amount \$50 million would be for relief on a diminishing scale and \$200 million for reintegration of refugees into the economy of Arab countries through their absorption in agricultural and other development programmes elaborated by the governments concerned in consultation with UNRWAPR. National governments of the countries of refuge would be asked to assume maximum administrative responsibility at the earliest possible date, particularly responsibility for the administration of relief. Mr. Blandford said that while the refugees were waiting for a decision on their right to repatriation they should be enabled by a programme of training and development to become rehabilitated as individuals, so that without further delay they might have employment which would restore their self-respect, and decent shelter in which family life might be resumed. They would retain their freedom to move elsewhere whenever political conditions permitted, taking with them their belongings and their newly acquired skills. The success of the plan would depend, however, on the willingness of states members of the United Nations to make actual contributions and on the administrative co-operation of Arab states.

The United States, the United Kingdom, France and Turkey had prepared a draft resolution supporting the Blandford plan. Immediately after Mr. Blandford spoke Arab representatives asked that the draft resolution should not be discussed until it was revised so as to eliminate references to "assistance to Near East Governments" and "the welfare . . . of the countries in the area concerned", which were regarded as infringing the sovereignty of the Arab states. They argued that independent states in the area could not permit their internal development to become the object of general, unsolicited discussion by other members of the United Nations General Assembly; what was under discussion was only assistance to refugees.

In consultation with Arab representatives the sponsoring powers accordingly revised the draft resolution and on January 21 produced an agreed text which not only eliminated the references quoted above but made clear the understanding that any assistance given toward fulfilment of the Blandford plan by the Arab states must be based on their own constitutional processes. The revised draft referred to the concern of the United Nations in the refugee problem and included a new paragraph recalling certain safeguards of refugee rights embodied in Assembly resolution of December 1948 and December 1950 which seemed to the Arabs to provide an additional guarantee that the co-operation of their governments with the Agency would not have the effect of prejudicing basic interests of the refugees. The revised draft refrained from setting an arbitrary date for transfer of relief administration to all the Arab states concerned. UNRWAPR would discuss with each government separately the possibility of its assuming administrative responsibility for reintegration projects and relief at the earliest possible date. The Agency would continue to carry the cost of the supply programme and to give assistance to the health, welfare and education programmes and to carry out inspections and verify accounts. On this basis Arab representatives were able to come forward one by one to pledge their governments' co-operation provided the Assembly approved the parallel resolution to continue the work of the Conciliation Commission.<sup>2</sup>

On January 26 the Assembly adopted by 47 votes to none the resolution to put the three-year Blandford plan into effect. There were 7 abstentions (Burma, Chile and the Soviet bloc). Although Canada voted in favour of the resolution it reserved its position with respect to financial contributions to the three-year programme. The Canadian Representative explained that his Government attached great importance to securing a broader financial response in the future from Assembly members who voted in favour of resolutions of this nature but made no actual contributions. He said that Canada would also be interested in the degree of administrative co-operation given to UNRWAPR by Arab Governments.

Canada served in 1951 and 1952 on the Negotiating Committee which interviewed members of the United Nations and non-members about contributions to UNRWAPR for 1951-52 and 1952-53. For the year 1951-52, for which a total of \$77 million was required under the Blandford plan, the major contributions were pledged by the United States (\$50 million), the United Kingdom (\$12.4 million) and France (\$2,571,400). Other contributions and pledges for 1951-52 totalled \$2,144,000. In the first week of July 1952 the Canadian Parliament approved a contribution of \$600,000 to UNRWAPR for the period July 1, 1952 to June 30, 1953. The Negotiating Committee was informed that the Canadian Government was prepared to ask Parliament for a further contribution early in 1953 if the Agency's programme was meeting with operative success and if other nations came forward with comparable contributions.

<sup>2</sup>See p. 33.



## Aid for Children

The United Nations International Children's Emergency Fund (UNICEF) was set up in December 1946, and began operations in 1947. Its immediate aim was to continue the assistance previously given to the children of war-devastated lands by UNRRA. The work has since been extended in scope and area.

From the beginning Canada has been closely associated with UNICEF's activities. The Canadian representative on the Executive Board of UNICEF has been Mrs. D. B. Sinclair of the Department of National Health and Welfare. Chairman of the Executive Board during 1951, she was elected to this office again for 1952. Canada has been a member of the Board since the inception of UNICEF.

From the establishment of the Fund until the beginning of 1952 the Canadian Government had contributed \$7,293,000 (United States dollar equivalent) and private contributions from Canadians amounted to \$1,486,000: a total of \$8,779,000. In July of this year Parliament approved a Canadian Government contribution to UNICEF for 1952 of a further \$500,000 (Canadian). Canada has been the third largest contributor to the Fund, only the United States and Australia having given more. On a per capita basis Canada ranks as fourth among UNICEF contributors, coming after Iceland, New Zealand and Australia. A very large number of countries which receive UNICEF aid have also made contributions to the Fund.

The Children's Fund has proved to be one of the most successful and at the same time one of the most popular undertakings of the United Nations. Evidence of public appreciation in Canada of the valuable work accomplished by UNICEF is the fact that whereas internationally the general relation of private to governmental contributions to UNICEF is in the ratio of one to ten, in Canada two private dollars have been given for every ten government dollars. UNICEF was the only United Nations body on whose behalf the United Nations Association of Canada made representations in 1952 before the House of Commons Standing Committee on External Affairs.

Since UNICEF had been established as an emergency organization to meet the desperate needs of children in the aftermath of war, the General Assembly of the United Nations in 1950 took up the question whether the emergency for which UNICEF had been established had passed or whether the Fund should continue its work. The Assembly decided that UNICEF should carry on for a further three years and that the Assembly should review this question at its session in 1953. Following instructions from the fifth session of the Assembly, UNICEF has shifted its emphasis from post-war emergency feeding to long-range programmes designed to assist governments in developing their own child health and welfare services. These long-range programmes fall under the following main headings:

- (1) Maternal and child welfare, which includes
  - (a) supplies and equipment to set up maternal and child welfare centres, particularly in rural areas;
  - (b) training programmes to provide local personnel to operate the centres;
  - (c) mass health campaigns against diseases which particularly affect children, e.g., tuberculosis, yaws, malaria and other insect-borne diseases.
- (2) Nutrition programmes, which include
  - (a) assistance in establishing child feeding programmes as demonstration projects;
  - (b) assistance in milk processing to ensure larger supplies of safe local milk.

Emergency assistance continues as required. Recent examples are emergency food supplies following the Italian floods and the Philippine typhoons, during the droughts in Madras and Northern Brazil, and assistance to the Palestine refugee programme.

All health programmes are developed with the co-operation and technical approval of the World Health Organization (WHO). The Food and Agriculture Organization assists similarly in nutrition and milk processing, and the United Nations Department of Social Affairs is consulted in welfare matters. Particularly in the case of WHO, there is danger of duplication since the fields of work of UNICEF and WHO overlap to some extent. The Director-General of WHO has stated, however, that as a result of the very close co-ordination which has been maintained between the two Agencies, there is no duplication of effort between UNICEF and his Organization. Very close co-ordination has similarly been achieved between UNICEF and the other bodies.

All programmes continue to require considerable effort on the part of the receiving governments. Except in emergencies, help is given only to long-range government plans in which the recipient government contributes at least as much as UNICEF and, in many cases, considerably more. There must also be some assurance of the intention of the recipient governments to continue the programmes when UNICEF aid ends.

One of the most useful aspects of UNICEF is that it is a supply organization and can accompany its technical advice with sufficient supplies to initiate programmes and place them on a sound operating basis. In view of the efforts which have to be made by each government requesting assistance and the time required to work out satisfactory programmes, there is a practical limit to the rate at which worth-while projects can be undertaken.

The present target budget is \$20 million for the year ending June 30, 1953. Allocations for the year ending June 30, 1952, have amounted to \$18.8 million. At the April meeting of the Executive Board, allocations of \$8.6 million (included in the \$18.8 million above) were voted for 55 programmes in 39 countries and territories

as well as for Palestine refugee children. In the health programmes, the benefits will reach:

anti-tuberculosis vaccination campaigns	16,400,000 people
yaws, syphilis and bejel campaigns ...	3,035,000 people
anti-malaria and other insect control campaigns .....	7,245,000 people
whooping cough, diphtheria and other immunizations .....	200,000 people

Nearly one million children will benefit from special feeding programmes.

## Report on the World Social Situation

A report on the world social situation, drafted for eventual consideration by the Economic and Social Council (ECOSOC), was given preliminary study by the Council's Social Commission at its eighth session in May 1952. The report was prepared by the Secretariat in response to a request from ECOSOC for a study which would have special reference to standards of living and which would be based on information already in the possession of the United Nations and the Specialized Agencies.

The report is by far the most ambitious undertaking which has ever been attempted in this field. Its preparation took the best part of a year, and in the form in which it was submitted to the Social Commission by the Secretary-General it runs to more than 400 mimeographed pages.

The essence of the world's social problem is contained in the following passage from the report: "More than half the population of the world is still living at levels which deny to these people reasonable freedom from preventable disease; a diet adequate to physical wellbeing; a dwelling that meets basic human needs; the education necessary for improvement and development; and conditions of work that are technically efficient, economically rewarding, and socially satisfactory." Moreover, the difference in living standards between the richer and poorer countries has been increasing rather than decreasing. These facts, coupled with the growing realization by the inhabitants of backward areas of the extent of the disabilities under which they live, both explain the current unrest and dissatisfaction in many under-developed areas and emphasize the importance and timeliness of a report which even attempts to assess the problem.

The report has shortcomings and limitations — mainly the result of the terms in which ECOSOC requested its preparation. Since it was to be written with special reference to standards of living, it could not give adequate attention to religions, systems of belief, and other cultural factors which have an important bearing on the social situation in many countries. Since it was to be prepared on the basis of information already in the possession of the United Nations and Specialized Agencies, it was bound to reflect any gaps or inadequacies in the statistical and other material available.



Actually, much of the material available was already out of date, and there was the least reliable and adequate information for the areas on which the report had to concentrate most — the underdeveloped areas. In spite of these drawbacks — and the report frankly acknowledges its own limitations — it is a remarkably comprehensive and useful document.

Perhaps the most significant fact the report brings out is the complex inter-relation between the various factors involved in the world social situation. This can be seen in the way that attempts to solve one problem sometimes bring other problems in their wake. Disease, for example, may be successfully attacked. (An example is Ceylon, where residual spraying with DDT reduced the morbidity rate for malaria by 77.5 per cent in the years 1946-49, and the mortality rate by 82.5 per cent.) But lower death rates mean more population, and bigger populations need more food. Yet in many areas food production has not only failed to keep pace with population growth but has actually declined. Where disease becomes less of a problem, therefore, malnutrition may become more of a problem. Similarly, the solution of one problem may only be possible through the solution of another problem. One obvious answer to a food problem, for example, may be the use of food which is rejected for a variety of reasons. Education is often the answer to such problems as it may be for those of health and housing. The realization of this fact, indeed, has led many countries to undertake programmes of the simplest kind of mass education in an effort to break one link in the chain of poverty, ignorance, disease and malnutrition.

While the report stresses both the magnitude of the problem and its complexity, it does not preach defeatism. It shows that the efforts being made by the United Nations and its Specialized Agencies, limited and scattered though these efforts are, have already achieved noteworthy results. Progress may appear to be slow, but it is only slow in relation to the fantastic rate of progress which is desired and which is being attempted in many of the underdeveloped areas. The task these areas have set themselves is to overtake in months the advances made by other countries in years and even in centuries. The result is an often bewildering mixture of the old and the new. The aeroplane flies over terrain devoid of roads, penicillin is employed immediately after folk remedies, and radio is brought into villages that have never known the telegraph. In this scene of far-reaching social change, the technical aid of the Technical Assistance Administration, the activities of the United Nations and the Specialized Agencies in the fields of health, food production, education, conditions of labour and social welfare, and the aid given by the United Nations relief agencies are all playing their part.

The report made a great impression on the members of the Social Commission. The majority felt that it could only be considered fully at a later date, after various organizations, government departments, and others concerned, had had an opportunity to study it and make appropriate observations. The Social Commission accordingly asked the Economic and Social Council for an opportunity to deal finally with the report at a special session in 1953.

## Human Rights

During 1951 and the first part of 1952 the General Assembly, the Economic and Social Council and the Commission on Human Rights have devoted a great deal of time and effort to the task of formulating fundamental human rights and freedoms in an international instrument which would be binding upon all signatories. The name originally chosen for the instrument was the International Covenant on Human Rights. Subsequently a majority of the United Nations decided that there should be two instruments rather than one, each to be known by the term Covenant. Because of the novelty of trying to protect and extend the enjoyment of human rights by international action, the effort to draft satisfactory treaties has been complicated by the submission of a multitude of suggestions, frequently reciprocally contradictory, for inclusion in the Covenants. It is, however, not surprising that the members of the United Nations — with widely different legal, economic and social backgrounds, various philosophical and intellectual approaches, differing or opposed ideologies, each country preoccupied with peculiar problems of its own within its national framework — have found it difficult to arrive at a formula which will provide even the necessary minimum of satisfaction for all.

Those countries which have been able to vouchsafe to their citizens the enjoyment of the civil liberties which have become traditional in the western world have been anxious lest the international enunciation of these liberties should fall short of the standard they already possess and thus restrict rather than expand freedom. These countries, including those of Western Europe, the United Kingdom, Canada and the United States, also happen to be more economically advanced than most of the nations of the world and are under less compulsion to attempt to codify man's economic and social rights. Furthermore, the nations which consider that the economic system of free enterprise best meets the needs of their inhabitants are concerned that the international formulation of economic and social rights may lead to widespread intervention by governments in the economic and social life of the individual. For such nations a move in this direction would be retrogressive. This same group of nations, to which Canada belongs by reason of historical traditions and background, is more concerned than others that whatever instrument or instruments the United Nations may adopt should be in a form capable of precise legal interpretation and with clearly defined measures of implementation. The respect for law which is inherent in the legal and constitutional traditions of the Commonwealth, the United States and Western Europe strongly argues against the inclusion in the Covenants of articles which are essentially declaratory in nature and which do not impose a precise, practical, enforceable legal obligation on the signatory.

Another and perhaps larger body of opinion in the United Nations ardently supports the insertion of economic, social and cultural rights in the Covenants, preferably in one single Covenant which also embraces political rights. Support for this view is drawn principally from the nations of Asia and Latin America. These

countries, most of which are economically less developed than the countries of Europe or North America, attach the greatest importance to the formulation of the economic and social rights of mankind. The argument is that an International Covenant of Human Rights, setting out standards of living which all men have a right to enjoy (for this is what the formulation of economic and social rights amounts to), would constitute a great step towards securing these rights to men and women everywhere; not only would such a Covenant be a signpost for national governments, which citizens could insist that their governments follow, but it would also impose a firm moral obligation on all governments to take international action to ensure that all men in all countries enjoy the economic and social rights enunciated in the Covenant. The countries which advocate the formulation of economic and social objectives in a Human Rights Covenant are unpersuaded by the arguments of other countries that these economic and social rights are of a very different nature, requiring very different measures of application and implementation, from traditional civil and political liberties; they are unconvinced by the objection that no government could seriously undertake a precise and binding treaty obligation to pass laws to grant such rights. This group of nations has also provided the bulk of support for inserting in one or both Covenants an article regarding the right of self-determination of peoples. The countries of Western Europe, part of the Commonwealth and the United States, maintain that self-determination, although a commendable ideal, is not a right which can be enjoyed by an individual as an individual, and has no place in a Covenant which sets out to protect the rights of men as individuals. Moreover, these last named countries find it hard to know what action a signatory state would have to take to carry out an obligation to secure self-determination of peoples.

A third discernible body of opinion in the United Nations exists in the Soviet Union and the countries which follow its lead. This group has pressed for a single Covenant, for formulation of economic and social rights and for inclusion of the right of self-determination in the Covenants. However, the Soviet Union and its associates have consistently opposed even the mildest proposed measures of implementation of a Covenant or Covenants. The suggestion that the Covenant should have teeth in it to provide for its enforcement is repugnant to the U.S.S.R., allegedly on the grounds that enforcement measures would be an encroachment on the rights of sovereign nations. In other words, the Cominform countries would be prepared to accept a Covenant on Human Rights if there were no provision for enforcement of its articles within their borders. In the circumstances, the attitude of the U.S.S.R. and its satellites is regarded as merely cynical by many other states.

The foregoing may serve to explain the course which discussion of human rights has taken in the United Nations during the period under review. The fifth session of the General Assembly had decided in 1950 that economic and social rights should be included in the same Covenant with traditional civil and political rights. The Canadian Delegation had opposed this resolution of the Assembly, in the company of the United Kingdom, United States, Australia, New Zealand and most of the Western European countries, among



others. The views of the Canadian Government on this question were included in a memorandum which was sent to the Secretary-General of the United Nations in a note of March 14, 1951<sup>1</sup>. The extract relating to economic, social and cultural rights reads:

12. The General Assembly decided to include economic, social and cultural rights in the covenant and the Commission is to be instructed to make provision for them in the draft covenant. It is to be hoped that the General Assembly will reconsider, and indeed reverse, this decision.

13. The advancement of economic, social and cultural rights is a matter of great importance. The traditional civil liberties cannot be fully exercised in the modern world, unless economic and social rights are also promoted and enjoyed. There is therefore a close relationship between the two categories of rights. Generally speaking, however, economic and social rights cannot be protected and encouraged in the same way as civil and political rights. The latter involve limitations on the powers of governments and legislatures to interfere with the rights of the individual. Economic, social and cultural rights, on the other hand, are not so much individual rights as responsibilities of the state in the field of economic policy and social welfare which usually require for their effective implementation detailed social legislation and the creation of appropriate administrative machinery. There is thus a fundamental difference in the nature of the two categories of rights.

14. An attempt to include economic and social rights in the first covenant will jeopardize, if not make impossible, its completion. It will be extremely difficult to reach any general agreement, at least without lengthy delays, on the formulation of these rights in a way that will give rise to workable and enforceable legal remedies.

The Economic and Social Council at its thirteenth session in 1951 recognized the difficulty of including economic and social rights in the same Covenant as civil and political rights, as well as the problems of establishing different implementation procedures for these two different sets of rights. The Council requested the General Assembly to reconsider its decision to include the two types of rights in one instrument. After a long and sometimes emotional debate the sixth session of the General Assembly decided by a close vote to instruct the Commission on Human Rights to draft two Covenants, one to contain civil and political rights, the other to contain economic, social and cultural rights, and to present the Covenants simultaneously to the seventh session for approval and opening for signature. The Commission on Human Rights was able to complete the substantive articles for both Covenants but had insufficient time to begin to draft the articles concerning implementation. Since the Commission was unable to complete its task, the fourteenth session of the Economic and Social Council requested the Commission to complete its work on the two Covenants in 1953. It will therefore be the eighth session of the General Assembly in 1953, and not the seventh session in 1952, which will be called upon to open the two Covenants for signature.

<sup>1</sup>The full text of this memorandum appears in U.N. Document E/CN.4/515/add.13 of 16 March, 1951.

The Commission was able to discharge the task set it by the General Assembly of drafting an article on the self-determination of peoples. The text as adopted by the Commission is as follows:

### Article for Inclusion in the International Covenants on Human Rights

#### *The Commission on Human Rights*

*Resolves* to insert in the draft Covenants on Human Rights, the following article on the right of peoples and nations to self-determination:

1. All peoples and all nations shall have the right of self-determination, namely, the right freely to determine their political, economic, social and cultural status.

2. All states, including those having responsibility for the administration of non-self-governing and trust territories and those controlling in whatsoever manner the exercise of that right by another people, shall promote the realization of that right in all their territories, and shall respect the maintenance of that right in other States, in conformity with the provisions of the United Nations Charter.

3. The right of the peoples to self-determination shall also include permanent sovereignty over their natural wealth and resources. In no case may a people be deprived of its own means of subsistence on the grounds of any rights that may be claimed by other States.

As noted above, the Canadian view is that there is a strong objection to including such a "group right" in a Covenant on individual rights. Moreover, the wording of the resolution is so vague and insusceptible to legal interpretation and enforcement that it must raise grave doubts as to whether a Covenant containing this article could be accepted by a large number of nations.

Another task entrusted to the Commission, which it was unable to attend to because of pressure of time, was the framing of a "federal state clause" for the Covenants. In a country with a federal constitution, the central government, which assumes treaty obligations for the whole country, may have no legislative right to implement obligations in fields which are assigned to the legislatures of the country's constituent parts. The object of a federal state clause would be to meet the constitutional problems of federal states while at the same time extending the effect of the Covenants as far as possible to the constituent units of the states. Canada, of course, attaches a great deal of importance to an article of this kind. The Canadian memorandum of March 14, 1951 states: "Indeed . . . in the absence of a satisfactory federal clause, Canada, because of the nature of its constitution, which distributes legislative powers over the field of human rights between the national parliament and the provincial legislatures, could not become a party to the Covenant". The drafting of the federal state clause is still on the agenda of the Human Rights Commission and it is hoped that the Commission will be able to carry out this task in 1953.

The prospects for completion, signature and ratification of generally satisfactory Covenants on Human Rights continue to be far from bright. In a world divided ideologically, with widely varying historical patterns and disparate economic and social advantages, it is indeed little wonder that immediate agreement has not been reached on something as revolutionary as international action to bind nations to respect and assure to man his fundamental rights. However, there remains hope that with conscientious and deliberate concentration on the ultimate purpose to be achieved and with patient understanding of the many and real problems facing each country, the United Nations may in time succeed in finding an adequate and satisfactory formula for protection of the rights of man.

### Freedom of Information

Because of political tensions and differences in national attitudes towards freedom of the press, the United Nations has made little headway in advancing the cause of freedom of information. Nevertheless the subject received a good deal of attention in 1951 and the first half of 1952, at the thirteenth and fourteenth sessions of the Economic and Social Council (ECOSOC), at the sixth session of the General Assembly, and at the fifth and final session of the Sub-Commission on Freedom of Information early in 1952. (This latter body, now discontinued, was a Sub-Commission of the Commission on Human Rights. It consisted of journalists and other experts from various countries, not including Canada.)

The draft of a Convention on Freedom of Information had been prepared at the United Nations Conference on Freedom of Information which met in 1948. This text was revised by a special 15-nation committee which met early in 1951. In essence, it was to provide a guarantee to the people of the signatory states of the freedom to seek, receive, and impart information without government interference, subject, however, to certain limitations which might be imposed for reasons of national security, public order and other causes. The Economic and Social Council, however, at its thirteenth session, decided not to convene a Conference to complete the Convention and open it for signature. The majority of the members of ECOSOC agreed, although against vigorous opposition, that the confusion of ideas and principles relating to freedom of information, and increasing international tensions, left little hope that a Conference would be successful. The essence of the problem is the fact that there is no uniformity in what different countries mean by "freedom of information". In debates it has become clear that in some countries, including Canada, it connotes a minimum of interference with the press. In others, however, it means freedom from the abuses of the press, that is the freedom of the government to impose controls and restrictions. To the countries of the Soviet bloc, it appears to mean only "freedom" of the press to devote its total support to one ideology.

ECOSOC's decision had Canadian support. In United Nations discussions, Canadian Delegations had made it clear that freedom of information, as a fundamental human right, is part of the accepted traditions of this country, a freedom guarded with the greatest



vigilance. The Canadian Government would welcome international action which would genuinely promote and protect this fundamental freedom universally, and has consistently shown an interest in the drafting of a convention to this end. In the Canadian view, however, serious and even irreconcilable differences of opinion exist on the principles underlying a convention on freedom of information. The Canadian Delegation to the thirteenth session of ECOSOC told the Council that the Canadian Government had consulted with the principal information agencies and associations and other interested bodies in Canada. It had found opinion to be unanimous that the text of the draft Convention was unsatisfactory, that it would tend to restrict rather than to promote freedom of information, and that the many failures in recent years to reach agreement internationally on the basic principles of freedom of information should be taken as convincing evidence of the impossibility, for the time being at least, of arriving at a generally acceptable text.

One of the main obstacles to agreement was the article in the draft Convention which set forth limitations on press freedom. This article permitted governments to restrict freedom of the press for a variety of reasons involving national security, defamation of reputation, literary rights and other matters. Many delegations considered that such an enumeration of limitations amounted to an open invitation to governments to impose or increase restrictions.

Recent consideration has also been given to a draft Convention on the International Transmission of News and the Right of Correction. The purpose of this Convention would be to implement the right of peoples to be fully informed. It dealt with specific questions connected with the transmission of news and laid down safeguards designed to guarantee certain basic freedoms to news correspondents and agencies. Under its terms, contracting states would have the right to issue corrections on news despatches which, in their opinion, were false or distorted and which might injure their relations with other states or damage their national prestige or dignity. The government of the country in which the despatch had been published would be obliged to release such corrections to the press and information agencies within its borders. At the fourteenth session of ECOSOC, France urged the adoption of a resolution which would have invited the General Assembly to open for signature that portion of the Convention which dealt with the right of correction. In this case, too, as in the case of the Convention on Freedom of Information, most members of the Council feared that the Convention would be likely to lead to rather than prevent abuses, and the French resolution was defeated by 9 votes against (including Canada), 5 in favour, with 4 abstentions.

The fourteenth session of ECOSOC also considered a revised draft of an International Code of Ethics, submitted by the Sub-Commission on Freedom of Information. This Code would establish a standard of professional conduct for journalists in such matters as accuracy, devotion to the public interest, responsibility and respect for confidences. Canada has never become closely associated with this proposal since, in the Canadian view, a code of this kind is largely a concern for professional journalists and should not be imposed by an inter-governmental body. The majority of Council

members shared this view and arranged to refer the draft Code to national and international professional associations for such action as they might wish to take. On the insistence of France it was agreed that, if these organizations wished to hold an international conference, the United Nations might help in organizing it.

The Sub-Commission on Freedom of Information also submitted various suggestions for new machinery by which the study of problems on freedom of information could be continued. Its proposals were rejected by the fourteenth session of ECOSOC, however, which decided instead (Canada agreeing) to appoint a rapporteur who, in association with the Secretary-General, the Specialized Agencies, and the chief journalistic organizations, would prepare a report for submission to the Council in 1953 on problems and developments in the field of freedom of information.

Other action taken by ECOSOC included the adoption, at the thirteenth session in 1951, of a resolution sponsored by the United States, expressing concern over "governmental action aimed at the systematic exclusion of bona fide correspondents, the imposition of arbitrary personal restraints and the infliction of punishments upon such correspondents solely because of their attempts faithfully to perform their duties in gathering and transmitting news", and urging "that personal restraints be removed and sentences imposing arbitrary punishments be revoked". It was clear that this resolution was directed at the imprisonment of William N. Oatis, Associated Press correspondent, by the Government of Czechoslovakia. Canada supported the resolution.

At its fourteenth session ECOSOC passed a resolution urging states to do everything within their power to ensure that resolutions of the General Assembly reached the largest possible public within their borders. A further resolution was adopted which invited the Secretary-General, in conjunction with the United Nations Educational, Scientific and Cultural Organization, to study ways and means of encouraging and developing independent domestic information agencies. Canada voted in favour of the first of these resolutions. It abstained on the second, believing that domestic information agencies are the concern of individual states rather than of an international organization.

At the same session, the Soviet Union introduced a resolution calling for steps to prohibit the misuse of freedom of information and the spread of fascist ideology. The countries outside the Soviet bloc, including Canada, voted the resolution down. They spoke of the thought control and the government interference with the press which occur in the countries of the Soviet bloc, and expressed the opinion that a resolution of this type, whose obvious purpose was propaganda, could not further the cause of freedom of information.

## Refugees and Migration

As the work of the International Refugee Organization (IRO) drew to an end,<sup>1</sup> the United Nations and interested governments gave thought to the steps which should be taken to ensure that continuing problems which had been the responsibility of the IRO would still

<sup>1</sup>See pp. 106-108.

receive attention when IRO operations ceased. Thus in 1950 the Office of the United Nations High Commissioner for Refugees was established to provide international protection for refugees. An effort was also made to ensure that refugees would be able to benefit from projects for resettlement through migration.

After comprehensive preparatory work, the International Labour Organization (ILO) sponsored a migration conference which was held in Naples in October 1951. The conference did not approve proposed plans for a migration administration within the framework of the ILO, considered by most governments to be a more elaborate project than the situation warranted. The Naples conference did, nonetheless, provide a useful forum for discussion which was of benefit to a group of interested governments which met in Brussels later in the same year to consider plans for a migration organization with more modest terms of reference. Canada was represented at the meetings in Naples and Brussels, and is a member of the Provisional Inter-governmental Committee for the Movement of Migrants from Europe (PICMME) which was set up at Brussels. PICMME is primarily concerned with the transportation of migrants, but the governments responsible for the organization of PICMME did make provision for the movement of refugees.

Now that the refugee problem has been reduced to more manageable proportions, thanks largely to the devoted efforts of IRO, it is hoped that the protection offered by the High Commissioner for Refugees, the migration opportunities provided by PICMME, and the continued good will of governments, inter-governmental organizations and voluntary societies, will meet the needs of those unfortunate persons who cannot look to their countries of origin or of former residence for protection or assistance.

When IRO formally ceased operations on March 1, 1952, the Office of the High Commissioner for Refugees became the principal international organ concerned with refugees. The competence of the High Commissioner extends to persons considered to be refugees under certain international conventions and other documents such as the Constitution of IRO. The competence of the High Commissioner also extends generally to "any person who, as a result of events occurring before January 1, 1951, and owing to well founded fear of being persecuted for reasons of race, religion, nationality or political opinion, is outside the country of his nationality and is unable or, owing to such fear or for reasons other than personal convenience, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence, is unable or, owing to such fear or for reasons other than personal convenience, is unwilling to return to it".

Representatives of the High Commissioner have been located, with the consent of the governments concerned, in Austria, in Belgium for the Benelux countries, in Colombia for Latin America, in the Federal Republic of Germany, in Athens for Greece and the Near East, in Italy, in the United Kingdom, and in the United States. It is expected that a representative of the High Commissioner will soon

<sup>2</sup>General Assembly Resolution 428 (V).



be established in France. Moreover, the High Commissioner has arranged with PICMME for joint representation in Hong Kong to provide for the care and maintenance and resettlement of refugees from China. The High Commissioner also maintains liaison with international and inter-governmental organizations and with voluntary agencies interested in refugees.

The High Commissioner takes all possible measures within his competence to facilitate the voluntary repatriation of refugees, or their assimilation within the countries in which they have found refuge. When repatriation or assimilation are not possible, the High Commissioner encourages projects which will provide for the resettlement of refugees in other countries. The High Commissioner's Office also assists refugees in obtaining satisfactory travel documents.

In accordance with the Statute under which the High Commissioner operates,<sup>2</sup> he may not appeal to governments for funds, or make a general appeal, without the prior approval of the General Assembly. The High Commissioner requested the sixth session of the General Assembly to authorize him to appeal for funds to provide emergency aid to the most needy groups of refugees for which he was responsible. He estimated that \$3 million would be necessary during the year 1952 to prevent great hardship and tragedy among these refugees. The General Assembly authorized the High Commissioner to appeal for funds and he is now engaged in communicating with governments and non-governmental organizations on this subject.

Canada abstained on the resolution authorizing the High Commissioner to appeal for funds as no commitment could be given with respect to the Canadian attitude towards such an appeal prior to consideration by the Government, and it was believed that to vote for the resolution might constitute a moral commitment. Moreover, it was feared that another general appeal might render less effective responses to previously authorized pleas for assistance, and that a general relief fund for refugees might, in certain areas, encourage national governments to rely on international assistance. The United States and some other countries also abstained on this resolution. Consideration is now being given to the action which Canada should take on the appeal for funds which has been launched.

Another of the High Commissioner's functions is to promote the conclusion and ratification of international conventions for the protection of refugees. The High Commissioner is, therefore, encouraging countries to sign or adhere to the Convention relating to the Status of Refugees which was completed at a conference, in which Canada participated, held in Geneva in July 1951. The Convention establishes minimum rights for refugees, including rights concerning wage-earning, employment, education, public relief and religion. It also establishes a procedure for the issuance of travel documents to refugees. Eighteen countries have now signed the Convention and some signatory states have indicated their intention to ratify it at an early date. The Convention enters into force on the 90th day after the deposit of the sixth instrument of ratification or accession. The Canadian Government has not yet decided what action should be taken with respect to the Convention relating to the Status of Refugees, but this matter is receiving consideration.

<sup>2</sup>General Assembly Resolution 423 (V).

## Non-Governmental Organizations

The Economic and Social Council (ECOSOC) maintains a system of consultation with a large number of non-governmental organizations (N.G.O.'s), to which it accords special recognition; these organizations, which do not represent governments, have in many cases a very large international membership. The Council and its bodies are enabled by this means to secure expert information and advice from organizations having special competence, and to obtain the views of organizations which represent important elements of public opinion. Under the arrangements worked out by the Council with the assistance of its N.G.O. Committee, organizations granted consultative status are classified according to three categories: Category A organizations, which have a basic interest in most of the activities of the Council; Category B organizations, which have a special competence in only a few specialized fields; and organizations which are listed in a special register because they have a significant contribution to make to the work of the Council, but are not, in the Council's opinion, qualified for listing in either of the other two categories.

One of the main tasks of the N.G.O. Committee during the period under review was to complete a survey of the more than 200 organizations in consultative relationship with the Council and to confirm or revise their classifications. No change was made in the very small list of nine organizations in Category A.<sup>1</sup> The Committee did, however, raise a number of organizations from the register to Category B and it reclassified some Category B organizations for listing in the register.

Two problems considered by ECOSOC were of particular interest. The first was the reconsideration of a decision taken at the eleventh session in 1950 to withdraw consultative status from the World Federation of Democratic Youth, the International Association of Democratic Lawyers, and the International Organization of Journalists. The Soviet Delegation had objected very strongly to this decision, which it regarded as discriminatory, and had requested that their original status be restored, and further that Category A status be given to the World Federation of Democratic Youth. At the thirteenth session of ECOSOC in 1951, the United States and United Kingdom Delegations replied to Soviet charges by pointing out that these organizations had made no contribution to the work of the Council, and that they were political and propagandist bodies whose activities were not related to the economic and social work of the United Nations. It was decided to maintain the original decision. (However, ECOSOC includes in its register organizations which are in consultative status with Specialized Agencies; the World Federation of Democratic Youth and the International Organization of Journalists are still in consultative status with UNESCO.)

The second important question faced by the Council was the request of the International Islamic Economic Organization to be

<sup>1</sup>The nine organizations in Category A are: International Chamber of Commerce; International Confederation of Free Trade Unions; International Co-operative Alliance; International Federation of Agricultural Producers; International Federation of Christian Trade Unions; International Organization of Employers; Inter-Parliamentary Union; World Federation of Trade Unions; World Federation of United Nations Associations.

granted consultative status in Category A. Several delegations, particularly Middle Eastern ones, had supported this application. After a careful consideration of the nature, purpose and constitutional status of the Organization, however, the Council found it impossible to accede to the request and the Organization was placed in Category B. The Canadian Delegation supported this decision, basing its stand primarily on the obvious regional nature of the Organization. It was generally considered in the Council that since the Organization was relatively new, it was somewhat premature to assume that its activities were of the scope necessary to warrant classification in Category A.

Another question which arose during the period under review related to the application of the Headquarters Agreement between the United Nations and the United States Government to representatives of non-governmental organizations. The problem had first been raised in 1950 when a representative of the World Federation of Trade Unions had been denied entry into the United States to attend meetings of the General Assembly. Consultations between the United Nations and the United States Government revealed that there was a difference of opinion on the interpretation of the Headquarters Agreement. According to a legal opinion submitted to the eleventh session of ECOSOC by the Secretary-General, representatives of N.G.O.'s should be entitled to enter the United States, on the initiative of the organization concerned, to consult with the Secretariat or to attend General Assembly meetings dealing with matters in the economic and social fields. The interpretation of the United States Government, however, was that N.G.O. representatives could enter the United States to attend meetings of ECOSOC and to consult with the Secretary-General, by agreement between the Secretary-General and the organization, and that they could enter the United States to attend meetings of the General Assembly only at the Assembly's invitation. At its thirteenth session in 1951, ECOSOC requested the Assembly to take up the question.

The sixth session of the Assembly adopted a resolution authorizing the Secretary-General, upon the request of ECOSOC or its N.G.O. Committee, to make arrangements to enable the representative designated by any N.G.O. in consultative status to attend public meetings of the General Assembly, when economic and social matters were discussed which were within the competence of the Council and of the organization concerned. Representatives of Soviet bloc countries would have preferred a resolution condemning the United States Government for its past actions and setting forth precise conditions under which representatives of N.G.O.'s could proceed to United Nations headquarters. These views did not find acceptance, however, and the fourteenth session of ECOSOC in 1952 adopted a resolution similar to the Assembly resolution.

### **Functional Commissions of the Economic and Social Council**

Article 68 of the United Nations Charter calls upon the Economic and Social Council to establish such commissions as may be required for the performance of the functions of the Council.



From time to time, as the Council has thought it necessary, various commissions have been brought into being to serve the regional and functional requirements of the United Nations in the economic, social and cultural fields and in respect of human rights. By the beginning of 1951 there were three regional economic commissions (for Europe, for Latin America, and for Asia and the Far East),<sup>1</sup> and the following functional commissions and sub-commissions:

- (1) Economic, Employment and Development Commission  
(now discontinued)
- (2) Transport and Communications Commission
- (3) Fiscal Commission
- (4) Statistical Commission, with its  
Sub-Commission on Statistical Sampling
- (5) Population Commission
- (6) Social Commission
- (7) Commission on Human Rights, with two Sub-Commissions:  
Sub-Commission on Freedom of Information and of  
the Press (now suspended)  
Sub-Commission on Prevention of Discrimination and  
Protection of Minorities (to be suspended after one  
meeting in 1952)
- (8) Commission on the Status of Women
- (9) Commission on Narcotic Drugs.

The Commission on Narcotic Drugs is composed of representatives of member states of the United Nations. The other commissions are composed of persons who have been nominated by member states which have been elected by the Council to make such nominations. These commissions are, therefore, made up of experts from rather than representatives of member states.

At July 1, 1952 Canadians were serving on the following functional commissions: the Fiscal Commission (term ending December 31, 1952), the Statistical Commission (term ending December 31, 1952), the Social Commission (term ending December 31, 1953), and the Commission on Narcotic Drugs (indefinite term). Canada's term on the Economic, Employment and Development Commission concluded at the end of December 1951.

At the eleventh session of the Economic and Social Council in 1950 a resolution was adopted establishing an *ad hoc* committee of eight members, together with the President of the Council, to study the organization and operation of the Council and its Commissions. The committee was asked to report to the thirteenth session of the Council in 1951. All member states were invited to submit their observations and suggestions and, in accordance with this request, the Canadian Government submitted a memorandum which suggested rather radical changes in the organization and operation of the Council and its Commissions.

The memorandum (which was reproduced as United Nations document E/AC.34/7 of March 19, 1951) made the following recommendations concerning the functional commissions. Certain functional commissions of a non-technical character, the memorandum

<sup>1</sup>See pp. 89-92.

suggested, might be suspended during a test period and their duties performed by the Council itself. The work of the Social Commission, the Economic, Employment and Development Commission, and the Transport and Communications Commission might, for example, be suspended. Consideration might also be given to the suspension of the Commission on the Status of Women and the transfer of its functions either to the Commission on Human Rights or to the Council itself, which could devote a portion of its time each year to problems relating to the status of women.

The Canadian memorandum declared that the wisdom of appointing functional commissions composed of experts nominated by member governments, but not responsible to them, did not appear to have been corroborated by past experience. A number of these commissions had not, in practice, operated as technical and non-political bodies, and they had in many instances found themselves unable to accomplish the task for which they were originally established. Moreover, there had been a tendency for these commissions to meet on a semi-permanent and regular basis, even at times when there were no urgent or vital problems calling for their attention. It seemed preferable, in the Canadian view, for the Secretary-General to appoint *ad hoc* groups of experts, in their individual capacity, to undertake specific studies of an economic or a social nature and to prepare objective reports of their findings for submission to the Council. Once the task of a committee of experts had been completed, the committee would be dissolved.

Thus the Canadian proposal was that a large percentage of the functional commissions of the Council should, at least experimentally, be discontinued and their work taken over by the Council itself with the assistance of the Secretariat and *ad hoc* groups of experts appointed when necessary for specific purposes.

The report which the *ad hoc* committee submitted to the thirteenth session of the Council, insofar as it dealt with functional commissions, contained recommendations which were a compromise between the rather radical suggestions proposed by Canada (and supported by the United Kingdom) and the conservative views of those who favoured no change in the operation of the Council and its Commissions. In brief, the recommendations of the Committee were to discontinue the Economic, Employment and Development Commission, the Transport and Communications Commission and the three Sub-Commissions. Even this compromise proposal of the committee was not wholly acceptable to the majority of the Council. In the end the Council decided that the Economic, Employment and Development Commission, the Statistical Commission's Sub-Commission on Statistical Sampling, and the Human Rights Commission's Sub-Commission on Prevention of Discrimination and Protection of Minorities would be discontinued. The Sub-Commission on Freedom of Information would also be discontinued, after a final meeting in 1952. It was further decided that all the remaining commissions, with the exception of the Commission on Narcotic Drugs, would meet every two years instead of annually as in the past. There was an understanding in the Council that these decisions were trial ones and would be reviewed after further experience had been gained. The questions of the continuance of

one of the sub-commissions and of reversion to annual meetings for two of the commissions were raised at the fourteenth session of the Council; as this volume was being prepared, no decision had yet been reached.

### **Transport and Communications Commission**

Canada is not a member of this Commission.

The fifth session of the Transport and Communication Commission was held in New York from March 19 to March 28, 1951. Eight resolutions were adopted for transmission to the Economic and Social Council. These resolutions dealt with such varied topics as licensing of motor vehicle drivers, road traffic accident statistics, customs formalities for road traffic and touring, the transport of dangerous goods, the pollution of sea water, and discrimination in transport insurance.

This Commission has worked in great harmony with the regional economic commissions in the field of transport and communications and with the Specialized Agencies concerned. Although a number of nations, including Canada, voted for its discontinuance, this was not on grounds of its ineffectiveness but rather because it had successfully completed many of the basic tasks allotted to it and had co-operated so closely with the regional economic commissions and Specialized Agencies, that these other bodies were in a position to carry on the Commission's work.

### **Fiscal Commission**

The third session of the Fiscal Commission was held in New York from May 7 to May 17, 1951. Dr. A. K. Eaton of the Department of Finance was the Canadian member at this meeting. The Commission adopted a series of resolutions for submission to the Economic and Social Council. The subjects of these resolutions included: international tax agreements and their effects on foreign trade and investment; double taxation; taxation of foreign nationals, assets and transactions; national accounting and budgetary practices; problems of provincial and municipal finance; and the fiscal status of international civil servants (exemption from national taxation, etc.).

The Commission established for itself and for the United Nations a set of priorities in fiscal matters aimed at concentration of efforts and resources on the most important projects.

The main controversial question during the session arose in connection with a request of the Council of the International Civil Aviation Organization (ICAO) that the Fiscal Commission examine a draft resolution on the taxation of the income and flight equipment of international air transport enterprises, to ensure that the resolution did not contain principles in conflict with the views of the Commission. In the end, the Commission decided that it could not accept responsibility for the wording of the ICAO resolution; in reaching its own decision, however, ICAO might be guided by the Commission's resolution on international tax problems and by the various views which had been expressed in the Commission in the course of the debate while the ICAO resolution was being examined.



### **Statistical Commission**

The sixth session of the Statistical Commission met at Lake Success from May 7 to May 18, 1951. Mr. Herbert Marshall, Dominion Statistician, served on the Commission as a Canadian expert. The agenda of the meeting was comprehensive. It included items of first importance to which, however, final consideration could not be given. Studies and reports on these items were critically examined by the Commission with a view to guiding the statistical office of the United Nations in its task of further exploring and preparing final reports for discussion at a subsequent session. Some of the important items were definitions for trade statistics, principles for a vital statistics system, wholesale price statistics, and basic industrial statistics.

The Commission adopted several resolutions entrusting the Secretary-General of the United Nations with responsibilities in the fields of international trade statistics, transport statistics, vital statistics, price statistics, basic industrial statistics, capital formation statistics, distribution statistics and the improvement of national statistics, particularly in under-developed countries.

The Commission recommended several resolutions to the Economic and Social Council. One of these invited the Secretary-General to prepare, with the concurrence of each country concerned, a summary of the official definitions made by governments themselves of their customs areas. It further requested members of the United Nations to use these definitions in compiling their "trade-by-country" statistics. Another resolution asked the Council to take note that the Statistical Commission had endorsed a resolution on criminal statistics adopted by the Social Commission. The Statistical Commission declared its willingness to assist in the task which the Social Commission had undertaken.

The Commission established a system of priorities for its work programme and for the functions performed by the United Nations in statistical matters.

### **Population Commission**

The sixth session of the Population Commission was held at Lake Success from April 23 to May 4, 1951. Canada was not a member of this Commission during 1951 and 1952, although it had been a member from 1947 to 1949.

The Commission devoted most of its time to reviewing the work done by the Population Division of the United Nations Secretariat. It made several recommendations to the Secretary-General, entrusting him with responsibilities such as the completion of studies already begun and the undertaking of new studies. These concerned: the relationship between population trends and economic and social factors; the demographic aspects of migration; the demographic aspects of the problems of retired and aged persons; the convening of regional seminars and the arrangement of training courses on population problems; mortality rates; the recent trends of the birth rate; the question of selecting some under-developed

country in which a census had recently been taken, and undertaking a pilot analysis of the results of that census with a view to examining the demographic aspects of the country's development problems; the development of standards for registration and compilation of vital statistics; and the improvement of migration statistics. The Commission recognized that these projects should be conducted within the limits of available resources and that a system of priorities was required.

The Commission recommended three resolutions for adoption by the Economic and Social Council. The first asked the Secretary-General to prepare from time to time, for submission to the Population Commission, a summary of the results of the various studies and research activities on migration made by the United Nations and Specialized Agencies. The second requested the Secretary-General to consult with Specialized Agencies, non-governmental organizations and governments on the possibility of convening a world conference on population which would, among other things, examine the findings of the various censuses taken in or around 1950. The Secretary-General would be asked to submit a report on the results of his enquiries to the fourteenth session of the Council. The third resolution recommended that the membership of the Population Commission be increased from 12 to 15. The Council subsequently approved this proposed increase in membership.

### **Social Commission**

The Social Commission held its seventh session in Geneva from March 19 to April 13, 1951, and its eighth session in New York from May 12 to May 30, 1952. Mr. R. B. Curry of the Department of National Health and Welfare attended both sessions as the Canadian expert on the Commission.

The report of the seventh session contained several draft resolutions prepared for the approval of the Economic and Social Council. One of these, dealing with training for social work, requested the Council, *inter alia*, to recommend to governments that they give due attention to a set of principles which the Commission had worked out in detail. Another resolution dealt with the establishment of community welfare centres. The Secretary-General was requested to invite the Technical Assistance Board "to give favourable consideration to any applications by governments in this field". A third resolution urged governments to give favourable consideration to the adoption and development of probation as a major instrument of policy in the prevention of crime and treatment of offenders. A fourth concerned assistance to indigent aliens and a fifth sought to initiate steps leading to the formulation of a model convention or a model reciprocal law on the recognition and enforcement abroad of family maintenance obligations.

At the eighth session the Commission considered a report on advisory social welfare services covering the years 1947 to 1951. It heard the Secretary-General's report on the progress made, particularly by Specialized Agencies and non-governmental organizations, in the field of rehabilitation of the physically and visually handi-

caped. The discussions of the Commission brought out the need for the preparation of a programme for the welfare of the deaf and deaf-mutes. The Commission also pointed out the need for a generally accepted definition of blindness and for accurate statistics on blindness. There followed a general review of family and child welfare activities.

The Commission expressed satisfaction at the work which the United Nations International Children's Emergency Fund (UNICEF)<sup>2</sup> had been doing and urged that UNICEF be given adequate financial support.

A report on the value of in-service training for social welfare personnel as compared with formal training was discussed. The report covered information received from 49 countries and territories. The desirability of simplifying administrative immigration procedures in the interest of the welfare of migrants was discussed and recommendations were made to governments. A good deal of attention was given to housing and town and country planning. Emphasis was laid on the problem of financing housing development.

One of the major documents before the Commission was a comprehensive report on the world social situation.<sup>3</sup> The report, the first project of the kind ever undertaken, brought into focus the total social situation in the world and emphasized the gross inequalities that exist. As there was insufficient time to study this report at the eighth session, the Commission asked the Council for permission to hold a meeting in 1953 to review this matter thoroughly.

### **Commission on Human Rights**

The Commission on Human Rights held its seventh session in Geneva from April 16 to May 19, 1951, and its eighth session in New York from April 21 to June 13, 1952. Canada is not a member of this Commission.

At its seventh session the Commission was faced with instructions from the General Assembly (Resolution 421B(VI)) to:

- (a) complete the draft Covenant on Human Rights before the sixth session of the Assembly,
- (b) study a federal state clause and make recommendations thereon,
- (c) include economic, social and cultural rights in the draft Covenant, together with civil and political rights,
- (d) consider, in connection with measures for implementation of the Covenant, the possibility of petitions from individuals or organizations,
- (e) study means of ensuring the self-determination of peoples and report to the General Assembly at its sixth session.

The Commission was unable to complete all these tasks. It drafted articles on economic, social and cultural rights and on proposed measures of implementation. It was unable to complete its work on revision of the first 18 articles dealing with civil rights, its work on petitions, the federal state clause or self-determination.

<sup>2</sup>See pp. 66-68.

<sup>3</sup>See pp. 68-69.



At its eighth session, the Commission was under instructions from the General Assembly to prepare two draft covenants and suitable measures of implementation, the first draft covenant to formulate civil and political rights, the second economic, social and cultural rights. Again, the Commission had insufficient time to complete the task set it. The substantive articles, setting forth the rights themselves, were drafted for both covenants but the measures for implementation were left untouched. Once more, the Commission was unable to deal with the federal state clause. The Commission has asked to be allowed to convene a further meeting (or possibly two meetings) in 1953 to carry on with its work.<sup>4</sup>

### **Commission on the Status of Women**

This Commission, on which Canada is not represented, held its fifth session at Lake Success from April 30 to May 14, 1951, and its sixth session in Geneva from March 24 to April 5, 1952.

The Commission at its fifth session drafted a convention for submission to the Economic and Social Council on the political rights of women. The Council deferred any decision until the views of member governments had been received. The Commission's sixth session, in possession of these views, amended the draft convention slightly and submitted it once more to the Council for action.

The fifth session recommended the distribution of a pamphlet prepared by the Secretary-General on education of women for public life. It also recommended that women should be appointed as members of visiting missions to trusteeship territories.<sup>5</sup> Another resolution requested the International Law Commission to complete during 1952 the drafting of a convention on the nationality of married women. The status of women in public law was the subject of another resolution. The final paragraph of this resolution expressed the hope that member states would take steps to remove all discrimination in connection with the employment of married women in public service. The final resolution urged member states, not members of the International Labour Organization (ILO) which already has a convention on this subject, to give effect to the principle of equal pay for equal work without discrimination on grounds of sex.

At the sixth session, the Commission recognized that in some trust and non-self-governing territories women were deprived of some human rights. The Trusteeship Council was invited to take appropriate action to improve the situation. A resolution sought to ensure for women the right to work on an equal footing with men and to guarantee women and girls equal access to vocational training and apprenticeship. Once again, great emphasis was placed on the question of equal pay for equal work and governments were urged to introduce legislation to implement the ILO Convention on this subject. Other resolutions dealt with the problems of older women workers and with part-time jobs for women.

<sup>4</sup>See also pp. 70-74.

<sup>5</sup>See pp. 120-121.

## Commission on Narcotic Drugs

The Commission on Narcotic Drugs held its sixth session in New York from April 10 to May 24, 1951, and its seventh session in New York from April 15 to May 9, 1952. Colonel C. H. L. Sharman of the Department of National Health and Welfare, represented Canada at both sessions.

The most important item discussed by the sixth session was the formulation of principles for a proposed protocol on limitation of the production of opium. The Commission had earlier tried to reconcile various conflicting views in an effort to draft a convention limiting the production of opium through the establishment of an international opium monopoly. It became evident during the Commission's session that, despite prolonged efforts to reach agreement on the basic principles involved, no generally acceptable agreement could be found at that time. Therefore, the idea of an international monopoly was put aside for the time being and the Commission spent most of its sixth session drafting principles for a proposed protocol, on the limitation of the production of opium, based on the "free order" system of the 1931 Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs. Substantial agreement was reached on these principles and they were submitted by the Commission to the thirteenth session of the Economic and Social Council.

The seventh session of the Commission passed a number of resolutions for adoption by the fourteenth session of the Council. One of these recommended international co-operation for control of the illicit traffic in narcotics and urged governments to take immediate steps to establish direct communication between national administrations controlling the illicit traffic.

Another resolution, dealing with illicit trafficking by the crews of merchant ships and civil aircraft, requested the Secretary-General to compile a list of merchant seafarers and members of civil air crews convicted of offences against narcotic laws and to send the list to the governments of all states with the recommendation that they take appropriate measures to revoke the certificates and licenses held by these persons. The proviso was added that, if such a course did not accord with national law or usage, the recommendation to the government concerned should be to send the "black list" to all competent authorities and to take such legal measures as might be possible to prevent the seamen or airmen convicted of narcotics offences from carrying out their professions.

The problem of the chewing of the coca leaf (which has alleged narcotic effects) was the subject of another resolution. In this the technical assistance services of the United Nations were asked to study the possibility of undertaking experiments which had been proposed in this connection within the framework of existing technical assistance programmes in Bolivia and Peru. It also requested the governments of Bolivia and Peru to take steps to limit the production of coca leaf to the amounts required for lawful

manufacture and consumption and to prevent the introduction into trading channels of coca leaf and cocaine which could form the source for illicit manufacture and export of narcotic drugs.

Still further resolutions made recommendations regarding the control of synthetic drugs. All governments were requested to bring synthetic drugs under the control of national legislation.

## **Regional Economic Commissions**

The regional economic commissions of the Economic and Social Council — the Economic Commission for Europe (ECE), the Economic Commission for Asia and the Far East (ECAFE), and the Economic Commission for Latin America (ECLA) — were set up to facilitate concerted action for economic reconstruction after the war, to raise the level of economic activity in these regions, and to maintain and strengthen economic relations among the countries of the regions and with other countries of the world. ECE and ECAFE were established in 1947 and ECLA in 1948. At the thirteenth session of the Economic and Social Council in 1951, the activities and the terms of reference of the regional economic commissions were reviewed and it was decided that the commissions should be continued indefinitely. At the same time, the terms of reference of ECAFE and ECLA were broadened to place more emphasis on questions of economic development and to provide for increased co-operation with the United Nations Technical Assistance Administration.

### **Economic Commission for Europe**

ECE consists of European states, both members of the United Nations and non-members, including all European members of the Soviet bloc, plus the United States. The Commission remains one of the few economic organs of the United Nations in which the countries of Eastern and Western Europe continue to work together towards a solution of specific problems of common concern. In the present state of East-West relations, however, the comprehensive nature of the Commission's membership has tended to hinder rather than to help its work. As long as deep-seated political cleavages continue to cut across the common economic interests of member countries, ECE is unlikely to be able to deal realistically and effectively with some of the more chronic economic problems confronting Europe.

Despite the political factors which tend to impede the activities of ECE, technical committees of the Commission have maintained a consistently high standard of performance. A similar high level of competence has characterized the work of the ECE Secretariat. This is well reflected in the annual and quarterly economic surveys which are prepared by the Research and Planning Division of ECE and which give a comprehensive picture of European economic trends and prospects.



ECE has co-operated closely with its sister commissions in Asia and Latin America, and has initiated studies on inter-regional trade and commodity problems. An example is the study on trade between Europe and Latin America which was undertaken by ECE and ECLA. More recently, ECE prepared a note for the ECAFE Trade Promotion Conference which was held in Singapore in October 1951, on the position of Europe in regard to the supply of certain categories of capital goods in which the countries of Asia and the Far East were experiencing shortages. ECE has also collaborated fruitfully with the Specialized Agencies of the United Nations, notably with the Food and Agriculture Organization. In this process of collaboration, ECE has been careful to avoid as much as possible the duplication of effort which is an almost inevitable result of the allocation of economic functions under the United Nations to agencies established to serve, on the one hand, regional and, on the other, functional needs.

Consultations have been carried on under the auspices of ECE, during the period under review, with the object of promoting the expansion of East-West trade in Europe by means of mutually satisfactory agreements. At the seventh session of the Commission in March 1952, the Executive Secretary was invited to continue to explore with interested governments the practical possibilities of trade expansion, as a possible preliminary step to convening a meeting of trade experts in the autumn of 1952. As long, however, as the countries of the Soviet bloc insist that a substantial proportion of the goods supplied to the Soviet bloc by western countries should be made up of strategic raw materials and capital goods at present subject to export control in Western Europe, it is probably futile to expect ECE to achieve tangible results in this sphere of its activities.

Two meetings of the Commission were held during the period under review, the sixth session in Geneva from May 29 to June 13, 1951, and the seventh session, also in Geneva, from March 3 to March 18, 1952. While Canada is not a member of ECE, it closely follows the more important phases of the Commission's activities through the Canadian Delegation to the European Office of the United Nations in Geneva, in which city ECE has its headquarters. A Canadian observer also normally attends the periodic meetings of the ECE Timber Committee in whose statistical surveys of timber production and consumption trends Canada participates.

### **Economic Commission for Asia and the Far East**

The work of ECAFE has progressed steadily, and increasingly useful assistance and advice has been given to the governments of the region. This has been particularly true in the fields of flood control, river basin developments, trade promotion, cottage and small scale industries, and industrial development generally. These questions are under continuing consideration by the Commission and its Secretariat. In October 1951 a Conference on Trade Promo-

tion was convened in Singapore. This meeting, the first of its kind to be held in the area, was well attended and successful. A number of useful studies have been published by the Commission, and the work of evaluating and disseminating statistical information has continued. The annual *Economic Survey of Asia and the Far East* and the quarterly *Economic Bulletin for Asia and the Far East*, published by the Commission, fill an important statistical need of the member governments.

The reports of the Commission show that progress has been made in allocating priorities to various approved projects and in concentrating attention upon those of major importance. Moreover, there has been an increase in ECAFE's co-operation with the other regional commissions and with the Specialized Agencies. Close co-operation has also been maintained with the Technical Assistance Administration.

Canada does not participate in the work of the Economic Commission for Asia and the Far East. However, as a member of the United Nations and a country bordering on the Pacific, Canada is keenly interested in the work of the Commission. Canada also has a special interest as a participant in the Colombo Plan and in the United Nations Expanded Programme for Technical Assistance. While emphasizing the need to consider ECAFE's activities in relation to the whole of the United Nations economic programme, Canada has generally approved of the work being done by the Commission.

Two sessions of ECAFE were held during the period under review, the seventh in Lahore from February 28 to March 7, 1951, the eighth in Rangoon from January 29 to February 8, 1952. Mr. Nik Cavell, Director of the International Economic and Technical Co-operation Division of the Department of Trade and Commerce, attended the eighth session as a Canadian observer.

The Economic and Social Council, at its meeting in 1952, decided to extend the geographic scope of the Commission to include Japan, and to admit Japan as an associate member.

### **Economic Commission for Latin America**

The fourth session of ECLA was held in Mexico City in June 1951 and a meeting of the Committee of the Whole took place in Santiago, Chile, in February 1952. At both these meetings the programme of work of the Commission was reviewed. The Committee of the Whole agreed that the work of the Commission should be concentrated in the fields which give best hope of early and substantial achievement. The Commission has undertaken the preparation of technical studies and has called together experts to consider various economic problems common to the area. Studies have been undertaken on: the general problems and financing of economic development; the development of particular industries; transportation questions; immigration; the influence of taxation on private capital exports; the economic and legal status of foreign investments in Latin America; agricultural production and develop-

ment; trade between Latin America and the United States and Europe; and the economic integration of Central American countries. Work is going forward on the preparation of the *Economic Survey of Latin America* for 1951-52.

ECLA's reports show that during 1951 there was an increase in co-operation with the Specialized Agencies and with the Economic Commission for Europe. Arrangements have been made for close liaison with the Inter-American Economic and Social Council.

Canada is not a member of ECLA. Canada is, however, interested in the economic progress of the area and in the development of the work of the Commission, and follows its activities with close attention.

### III

## SPECIALIZED AGENCIES

### Co-ordination

As the scope and variety of the work performed by the United Nations and the Specialized Agencies have increased, it has become a matter of concern to these United Nations bodies and to member states that there should be a minimum of overlapping, duplication and consequent waste. Canadian representatives at meetings of the General Assembly, the Economic and Social Council (ECOSOC) and the various Agencies have called for the closest co-operation between the different organizations in order to achieve the maximum results from available resources. One specific measure of co-ordination which has been urged is the adoption, wherever possible, of uniform financial and administrative practices, and considerable progress has been made in this direction. Joint systems of audit and pensions have been established, for example, and the most important Agencies now have comparable systems of salaries and allowances. The adoption of permanent staff regulations by the United Nations makes it probable that the personnel policies of the Agencies, which have been modelled on United Nations policies, will become even more uniform.

The many and detailed debates which have taken place on co-ordination have revealed one danger: that over-ambitious and over-elaborate schemes of co-ordination would be adopted and that the machinery of co-ordination would become so cumbrous that it would defeat its own simple objective.

There is certainly room for further progress in co-ordinating United Nations activities, but it is the Canadian view that the machinery which has evolved up to the present is generally satisfactory, and that further improvement in co-ordination could take place within this established framework. The Administrative Committee on Co-ordination (the Secretary-General, the Heads of the Specialized Agencies and of the various United Nations programmes) meets regularly to discuss matters of general concern. The Assem-



bly's Advisory Committee on Administrative and Budgetary Questions now reviews not only the annual budgets of the United Nations and the Specialized Agencies but also the administrative portions of the budgets of the special programmes, and submits its recommendations to ECOSOC and to the Assembly.

ECOSOC, and particularly its Committee on Co-ordination, occupies a key position in the co-ordination of United Nations activities. The extent of its responsibilities, particularly over the Agencies, has been the subject of controversy. Canada considers that ECOSOC's function can best be discharged by efforts to provide general policy guidance to the Agencies and by direction of the work of the Council's functional and regional commissions. It is inevitable, in the Canadian view, that a major part of the responsibility for co-ordination must rest, in the final analysis, with the governing bodies and assemblies of the various Agencies and with their secretariats.

ECOSOC's Committee on Co-ordination has also devoted much study to the question of priorities — the concentration of effort and resources by the various organizations on the most important projects and activities. This work has helped to clarify the criteria by which priorities must be determined, and to standardize procedures for drawing up and presenting projected programmes of activity in terms of priorities.

Thus, the problem of co-ordinating the work of the United Nations, the Specialized Agencies and the special programmes has received a great deal of study and consideration. Another aspect of the question, however, has not been overlooked. This is the co-ordination of national policies. Because of the vast number of subjects dealt with by the United Nations, there is a danger that a country's representatives may adopt an attitude in one United Nations body which is inconsistent with the attitude of other representatives of the same country in another United Nations body. This can only lead to confusion. The Assembly has urged governments to take steps to ensure that their own national policies are co-ordinated for the various United Nations bodies of which they are members, and the Secretary-General has carried out a survey of the administrative practices adopted by different governments to ensure this co-ordination. The Canadian Government's reply to the Secretary-General, outlining its own procedures for handling United Nations questions, to ensure that policies will be mutually consistent, appears as Appendix 3 to this volume.

## **Food and Agriculture Organization**

In most countries of the world, food production has not kept pace with population growth. The result is that inequalities in food supplies, which had been great before the war, have become greater. The gravity of this situation was recognized by the sixth session of the Conference of the Food and Agriculture Organization (FAO) which met in Rome from November 19 to December 6, 1951. The Conference agreed that member countries should adopt agricultural

development plans suited to their own circumstances and conditions, having as an objective a balanced increase in world production of basic food and other essential agricultural products of at least one to two per cent per year in excess of the rate of population growth for the next five years.

It was agreed that the accomplishment of this objective would be facilitated by:

- (a) the establishment of adequate extension and educational programmes to ensure that technical knowledge necessary to achieve increased production is conveyed to the individual farmer;
- (b) the provision of adequate capital for agricultural development through national and international efforts;
- (c) the adoption by member countries of reforms in agrarian structure, including conditions of land tenure and size and distribution of agricultural holdings.

A working party on the programme of work and associated long-term problems, which was set up by the Conference in 1950, established a set of principles to serve as a guide in the planning of future programmes of work and recommended the creation of a co-ordinating committee of seven members, to be selected on the basis of personal qualifications, to give advice on the co-ordination of the undertakings of FAO. When the programme of work for the technical divisions of FAO for 1952-53 was being framed, special consideration was given to points (a), (b) and (c) above. Progress reports on these undertakings were considered by the FAO Council, which acts as the executive body of the Organization, at its fifteenth session in June 1952.

The sixth session of the Conference considered the problem of food shortages and famine in many regions, which had been referred to FAO by the thirteenth session of the Economic and Social Council, and recommended a procedure to be followed by the Director-General for detecting impending food shortages or famine in member countries. The Conference also decided that the FAO Council should study and explore suitable means whereby an emergency food reserve could be established and made available promptly to member states threatened or affected by serious food shortages or by famine.

An International Plant Protection Convention, designed to strengthen and co-ordinate international efforts to prevent the spread and to facilitate the control of plant diseases and pests, was approved by the Conference. Thirty-seven member nations, including Canada, have already signed this Convention.

A progress report to the fifteenth session of the FAO Council, on the activities of FAO under the Expanded Technical Assistance Programme, gave evidence of FAO's important contribution to the development of the under-developed areas. By the end of May 1952, more than 300 agreements for the provision of technical assistance had been entered into or were under negotiation with member governments. These agreements involved 774 technical experts and, when fully implemented, would represent financial commitments

exceeding \$17 million. These agreements also provided 482 fellowships. Of these, 134 had already been awarded; the selected candidates were studying in some 27 different countries.

On instructions from the Conference, the FAO Committee on Commodity Problems, at meetings held in Rome in February and June 1952, continued its study of problems of the supply and distribution of agricultural commodities. These discussions revealed widespread interest in and concern about the limited supplies of coarse grains in international trade. Attention was also given to the rice supply situation, which presented perhaps the most serious commodity supply problem.

Canada continued its active support of the work of FAO. Canada serves as a member of the FAO Council and of the Committee on Commodity Problems. Many Canadian technicians — specialists in agriculture, fisheries, forestry and nutrition — are playing a prominent part in the development work being carried on by FAO under the Expanded Programme of Technical Assistance.

The year 1951 saw FAO settled in its new permanent headquarters in Rome, where the sixth session of the Conference was held. The Conference extended its membership to include Argentina, Japan, Laos and Nepal, and accepted the resignations of Hungary and the National Government of China, thus bringing the membership to 68 nations. Elections were held to fill all of the 18 seats on the Council. Mr. Norris E. Dodd, who has been Director-General of FAO for the past three years, was re-elected to the post for a further term of two years. Viscount Bruce of Melbourne, who had served as independent chairman of the FAO Council from its establishment in 1947, retired from this office and was replaced by Professor Josue de Castro of Brazil.

## **The International Bank for Reconstruction and Development**

Canada has continued to participate in the work of the two Specialized Agencies which emerged from the United Nations Monetary and Financial Conference at Bretton Woods in 1944: the International Bank for Reconstruction and Development and the International Monetary Fund. In the main, the Canadian representatives on the Boards of Governors and the Boards of Directors of the Bank and the Fund have been in general agreement with the major policies and measures adopted by these two institutions since their inception.

### **Operations of the International Bank**

Established to assist in the reconstruction and development of the economies of its member countries by the granting of loans for productive purposes, and to promote the international movement of private capital, the International Bank has in the space of five years made loans which aggregated \$(U.S.)1,346,183,000 as of May 31, 1952.



The first Bank loans were made to France, the Netherlands, Denmark and Luxembourg, countries whose economies had been impaired by the war. In making these early loans the Bank assisted in the initial phase of post-war reconstruction, before the European Recovery Programme came into operation. Since then, the Bank's lending operations have been for the most part concerned with the less developed countries. By far the larger portion of the loans for development has been applied to the expansion and improvement of electric power supplies, communications and transportation.

### **Bank Lending 1951-52**

During 1951 and the first quarter of 1952, loans were placed by the Bank to a total of more than \$322 million. In addition the Bank continued to provide its members with technical assistance in the preparation and execution of development projects and programmes.

In Africa, the Bank made loans to the Belgian Congo, Ethiopia, the Union of South Africa and Southern Rhodesia. On September 13, 1951, two loans aggregating \$(U.S.)70 million were made to assist the Ten-Year Development Plan of the Belgian Congo. One of these loans, \$40 million, was made directly to the Belgian Congo with the guarantee of Belgium. The other, \$30 million, was made to Belgium, to help finance imports which Belgium needed as a result of increased production of goods for the Congo. A loan of \$1.5 million was made to Ethiopia in February 1951 to finance the importing of telecommunications equipment needed to expand and improve telephone communications within the country and links with other countries. On January 23, 1951, the Bank made a loan of \$30 million to the Electricity Supply Commission of South Africa for electric power development; this loan was guaranteed by the Government of the Union of South Africa. At the same time a loan of \$20 million was made to the Government of South Africa for the expansion of transport facilities. On February 27, 1952, the Bank made a loan of \$28 million to the Government of Southern Rhodesia. This loan, guaranteed by the United Kingdom, was designed to aid in financing the importation of electric power equipment.

In Asia, on March 27, 1952, the Bank made its first loan, equivalent to \$27.2 million, to Pakistan. This loan was designed to assist in the rehabilitation of the separate railroad systems in the western and eastern parts of the country. The loan was expected to finance the importation of diesel locomotives, locomotive boilers, freight and passenger cars, workshop equipment and cross ties.

In Europe, loans were placed in Iceland, Italy, the Netherlands, Yugoslavia and, as mentioned above, in Belgium. On June 20, 1951, a loan of \$2.45 million was made to Iceland for electric power development. Subsequently, on November 1, 1951, the Bank loaned the equivalent of \$1,008,000 to Iceland. The purpose of this second loan was to provide foreign exchange for the importation of materials to modernize farms and to build or modernize farm buildings, and to improve grass lands. On October 10, 1951, the Bank made a loan of \$10 million, guaranteed by the Italian Government, to a government agency, Cassa per il Mezzogiorno, charged with the administration of a ten-year plan for the economic and social advancement of Southern

Italy. On March 20, 1952, a loan of \$7 million was made to KLM Royal Dutch Air Line, to help finance a programme to replace part of its air fleet. Chase National Bank of New York City was a participant in this loan, which is guaranteed by the Netherlands Government. On October 11, 1951, the Bank loaned Yugoslavia the equivalent of \$28 million for a series of development projects; most of the proceeds of the loan were to be used for the expansion and modernization of existing facilities or for projects close to completion.

In Latin America, Bank loans were placed in Brazil, Chile, Colombia, Mexico, Nicaragua, Paraguay and Peru. In January 1951, the Bank increased by \$15 million its loan of January 1949 to the Brazilian Traction, Light and Power Company Limited. This was the second instalment of a \$90 million loan which the Brazilian Congress, in 1948, authorized the Minister of Finance to guarantee. On October 10, 1951, the Bank made a loan of \$1.3 million to the Corporacion de Fomento de la Produccion, a government agency, with the guarantee of the Government of Chile. The loan was intended to finance the foreign exchange cost of equipment and technical services necessary to determine the amount of underground water in the Rio Elqui Valley. On April 10, 1951, the Government of Colombia received a loan of \$16.5 million for highway construction and rehabilitation. On November 13, 1951, the Bank made a loan of \$2.4 million for electric power development in Colombia; this loan, guaranteed by the Government of Colombia, was made to the Central Hidroelectrica de Rio Liberija Ltda. The project involves the erection of a hydroelectric plant, the construction of transmission lines, and enlargement of the existing distribution system. When completed, the project is expected to relieve an acute power shortage in Bucaramanga, one of the expanding cities of Colombia and centre of the tobacco processing industry. On January 11, 1952, the Bank made a loan of \$29.7 million for electrical power development in Mexico. The joint borrowers were the Federal Electricity Commission and Nacional Financiera, the financing agency of the Mexican Government. Two hydroelectric plants, four steam electric stations, and increased distribution facilities are among the projects to be financed by this loan, which is guaranteed by the Mexican Government. Three loans were made during the period in Nicaragua. In June 1951, a loan of \$3.5 million was made for highway construction; at the same time a loan of \$1.2 million was made to the Banco Nacional de Nicaragua to finance the importation of agricultural machinery. On October 29, 1951, the Bank made a loan of \$550,000 to Nicaragua for the construction of a plant for drying and storing grain. On December 7, 1951 a loan of \$5 million was made to Paraguay. This loan was to be used to finance imports of farm machinery and supplies, as well as road building equipment. A loan of \$2.5 million to finance facilities for handling general cargo and the unloading and storage of bulk grain at the Port of Callao was made to Peru on January 23, 1952.

### Bank Borrowing

The resources available to the Bank for lending purposes have come from: (1) the 2 per cent capital subscriptions in United States dollars or gold which all members contribute; (2) the 18 per cent

capital subscriptions in the form of local currencies which can be used by the Bank for lending only with the consent of the member governments; and (3) the proceeds of borrowing operations. The United States has been the most important source of funds for the Bank up to the present time.

During 1951 and the first half of 1952, six new bond issues were floated by the Bank. On February 28, 1951, the Bank offered in the United States a new issue of \$50 million, 3 per cent bonds due in 1976. This issue was well received by investors. In May 1951, the Bank offered £5 million of 3½ per cent Loan Stock due 1966/71 on the London market. This issue was successfully distributed to institutional investors in the United Kingdom. On July 3, 1951, the Bank offered publicly for the first time some bonds in Switzerland. Two previous issues had already been placed privately with institutional investors in that country. The issue consisted of \$50 million 3½ per cent Swiss franc bonds due in 1963. This issue was offered at par and was substantially oversubscribed. On September 12, 1951, an issue of \$100 million, 3¼ per cent 30-year bonds was offered by the Bank in the United States. The first issue of International Bank bonds in Canada was made on February 5, 1952, when an amount of \$15 million, 4 per cent Canadian dollar bonds due in 1962, was offered to the public through 170 Canadian dealers and chartered banks. This offer was successful, with institutional purchasers taking some 50 per cent of the issue. On May 15, 1952, the Bank offered an issue of \$50 million, 3⅔ per cent bonds due in 1975, to United States investors through a syndicate managed jointly by Morgan Stanley & Company and the First Boston Corporation. This issue was oversubscribed.

In May 1952, Canada released \$(Can.)41 million — the balance of the 18 per cent capital subscription, \$17.5 million having been previously released — to the Bank for use in the Bank's lending programme. With this release, Canada made available the whole (\$58.5 million) of its original Canadian dollar subscription to the Bank's capital. On becoming a member of the Bank, Canada subscribed to 3,250 capital shares valued at \$(U.S.)325 million; at that time Canada paid in 2 per cent \$(U.S.)6.5 million) of its subscription in United States dollars or gold and 18 per cent \$(U.S.)58.5 million) in Canadian dollars.\* Next to the United States, Canada has put the largest amount of capital at the disposal of the Bank for loans.

Sweden and Burma became members of the Bank during the period under review, increasing the number of member countries to 51. Sweden subscribed to 1,000 capital shares of stock valued at \$100 million; Burma subscribed to 150 capital shares of stock valued at \$15 million. The subscribed capital of the Bank presently stands at \$8,453.5 million.

## **The International Monetary Fund**

In the post-war design for orderly inter-governmental economic relations, the International Monetary Fund was established to serve two main purposes. First, it was to be a trustee holding custody of a relatively large supply of foreign exchange which could be used



as a revolving fund to meet the temporary needs of member governments for international reserves. Second, it was to be the supervisor of an international covenant which had as its purpose the development of harmonious international relations through restraint — mutually accepted by the members — in the use of exchange rate adjustments and exchange restrictions. During the early years of the post-war transitional period, the activities of the Fund, both as trustee and as supervisor, were somewhat restrained. This was partly because Marshall Plan aid was at that time available to meet the rehabilitation needs of many member governments, and partly because the Fund Agreement provided for a settling-down period during which various “earlier-imposed” exchange restrictions might, if necessary for balance of payments reasons, be retained. There were indications during 1951 and the first half of 1952, however, that the pace of activity in the Fund was gradually being accelerated.

### Use of Fund's Resources

After an initial exchange transactions volume of \$(U.S.) 467 million in 1947, transactions dwindled to \$208 million in 1948 and to \$101 million in 1949. No transactions occurred during 1950, and a substantial part of the Fund's resources remained unused — apart from a small drawing from Brazil — when, in the spring of 1951, the Executive Board of the Fund began a review of the Fund's policy on exchange transactions.

Under the Fund's procedure, when a member purchases from the Fund another member's currency, it pays in to the Fund the equivalent amount of its own currency and the transaction may accordingly increase the Fund's holdings of the purchasing member's currency in excess of its quota. The greater the excess and the longer it lasts, the higher the interest rates. In addition, the Fund makes a flat service charge for all transactions.

By the fall of 1951, several changes had emerged as a result of the review conducted by the Executive Board. In an effort to encourage short-term drawings, the customary transaction charge of three quarters of one per cent was reduced to one-half of one per cent, and instead of commencing to pay interest at the end of three months, the member drawing the first 25 per cent of its quota was given a six-month interest-free use of the Fund's resources.

The interest rate was, however, to be increased by one-half of one per cent semi-annually instead of annually, as had previously been the case, so that increased pressure to repurchase the amount drawn within a reasonable time was a feature of the new arrangement. Other steps towards an accelerated use of the Fund's resources took place in February 1952 when the Board of Executive Directors adopted some modifications to the exchange transaction procedure. In effect, the Fund announced that in future drawings upon the Fund's resources were to be repurchased within three to five years. The Fund also indicated that it would be prepared to arrange special short-run drawings in which the repurchase would be expected to occur in a period not exceeding 18 months. Although it is too early to know whether these modifications will materially affect the use

of the Fund's resources, the Fund has already had five exchange transactions since the beginning of 1952 — with Iran, Brazil, Australia, Paraguay and Belgium.

### **The Fund's Gold Policy**

In 1947, the Fund had recommended to its members that they should take effective action to prevent external gold transactions at premium prices — in excess of \$(U.S.)35 per fine ounce — because such action tended to impair monetary reserves and to undermine exchange stability. In September 1951, the Fund concluded that the difficulties which had been experienced with its policy towards premium gold transactions — under which the Fund, in effect, attempted to screen the gold marketing arrangements of its members — justified a revision of the policy. Fund members were asked to continue to support the basic principles underlying the Fund's earlier policy, but member governments were to be left to decide for themselves what measures they should undertake to implement the Fund's recommendations. Under the term of the revised policy, Canada allowed Canadian gold purchasers access to the premium market. In response to a proposal from Canada for a two-year renewal of the system of gold subsidy, the Fund, on December 21, 1951, approved the renewal as not inconsistent with the Fund's position on gold subsidies.

### **Exchange Rates and Other Adjustments**

During the period under review, initial par values acceptable to the Fund were proposed by Ceylon, Finland and Sweden. In addition, a new par value for the Yugoslav dinar was accepted. The Fund was also called upon to consider various governmental measures affecting the exchange control practices of Colombia, Costa Rica, Denmark, Ecuador, Finland, Greece, Iceland, Iran, Lebanon, Paraguay, the Philippines and Thailand. On March 25, 1952, Canada notified the Fund that as a result of the abolition of exchange control it had ceased to avail itself of the post-war transitional arrangements provided in Article XIV of the Fund Agreement; this willingness to forego the exceptional privileges of the transitional period drew comment from the Managing-Director of the Fund who described the event as "both significant and gratifying". Some 40 members of the Fund, however, continued to avail themselves of the transitional arrangements; with each of these governments, the Fund will enter into consultations during 1952 as to the need for the continued retention of exchange restrictions.

### **Members and Organization**

As of March 31, 1952, 51 countries had accepted membership in the Fund. Sweden became a member on August 31, 1951; Burma joined on January 3, 1952; and the Board of Governors has given a favourable response to the applications for membership of the Hashemite Kingdom of Jordan, the Federal Republic of Germany, and Japan. On August 3, 1951, Mr. Ivar Rooth, formerly Governor

of the Sveriges Riksbank, assumed his duties as the successor of Mr. Camille Gutt who, on May 5, 1951, had completed five years service as the Fund's first Managing-Director and chairman of the Executive Board.

### **Canadian Representation on Fund and Bank**

Mr. D. C. Abbott, Minister of Finance, continued to represent Canada on the Boards of Governors of both the Fund and the Bank. Mr. G. F. Towers continued as Alternate Governor of the Fund, and Mr. J. J. Deutsch replaced Mr. R. B. Bryce as Alternate Governor of the Bank in September 1951. Mr. L. Rasminsky continued to be Executive Director for Canada and Iceland of both the Bank and the Fund, while Mr. H. L. Wolfson replaced Mr. J. F. Parkinson as Alternate Executive Director of both institutions in August 1951. Mr. Wolfson was succeeded by Mr. G. Neil Perry on April 1, 1952.

### **International Civil Aviation Organization**

The exceptional and accelerating growth of air travel during 1951 and the first half of 1952 was both testimony to the effectiveness and influence of the work of the International Civil Aviation Organization (ICAO) during the past five years, and a source of new problems and challenges for the Organization. Total passenger movement, both domestic and international, as recorded by ICAO members during 1951, was fully 25 per cent greater than in the preceding year. While figures are not available for the first half of 1952, it is believed that this remarkable growth has continued at about the same rate. Expansion of this magnitude could not have occurred except over a very large area of the world. In the international field at least, and in the several areas of the world where civil aviation has not previously been well established, it could not have occurred without the standardization of methods, procedures and equipment, and the widespread acceptance of these standards which it has been ICAO's responsibility to obtain.

The year 1951 was marked by the completion of an important phase of the work programme drawn up for ICAO by the International Civil Aviation Conference at Chicago in 1944. The last in a series of technical annexes then envisaged for the Chicago Convention, Annex 14 on Aerodromes, was adopted. The now completed body of 14 annexes to the convention comprises a set of standards and procedures covering the more important aspects of civil aviation. Its widespread adoption, by providing necessary uniformity at high technical levels, has improved the safety and efficiency of international airline operations and has already helped to clear the way for the extension of air services to some parts of the world not previously served. With the technical annexes completed, and with a growing need for their implementation in various parts of the world, ICAO is likely to place increasing emphasis, henceforth, on its responsibilities for their promotion and implementation.



In line with this shift of emphasis from the creation of a body of technical standards and procedures to their implementation, ICAO carried out in 1951 and the first part of 1952 the first general review ever made of the adequacy of the world's air navigation services. Some fifty deficiencies of major importance were revealed. Recommendations for remedial action were made to the states concerned, and in June 1952 there were good prospects that about three quarters of the deficiencies would soon be corrected.

At the same time increased experience and the rapid introduction of larger and faster aircraft have revealed problems not foreseen at Chicago and have required that the standards and procedures already laid down in accepted annexes be constantly reviewed in the light of new conditions. Amendments, running into the hundreds for some annexes, have been produced; in 1951 and the first half of 1952 no less than 468 amendments, affecting 11 annexes, were adopted. Technical research, therefore, as reflected in the annexes, still constitutes an important part of ICAO's responsibilities. The introduction of commercial jet aircraft on international airways in 1952 has raised new considerations which are being studied, while the imminent development of helicopter services has opened up a new and interesting field of research.

On the economic side, a conference on the facilitation of international air transport was held in Buenos Aires in November 1951, and some progress was made in persuading member states to reduce the difficulties created for international air operators by national customs, immigration and other regulations. The Organization adopted certain principles on the subject of national taxation as applied to international airlines and studied problems created by national insurance requirements. Work on a convention on the liability of international air carriers for injury to passengers and goods, to replace the Warsaw Convention of 1929, was carried on throughout the period under review. Another convention concerning damage caused by foreign aircraft to persons and property on the ground was completed in draft and will be offered for signature at Rome during September 1952.

There were most encouraging developments in ICAO's part of the United Nations Expanded Programme for Technical Assistance to Under-Developed Countries. In the field of civil aviation, this programme not only promises to be of considerable economic value to recipient countries, but is likely to prove for ICAO a most effective instrument in discharging its responsibility for facilitating the development and increasing the safety of international civil aviation. Sixteen countries are now receiving assistance which will both speed the development of their domestic aviation and increase their ability to participate in and provide adequate facilities for international aviation. An example is the assistance provided to Ethiopia, where an ICAO mission of four experts headed by a Canadian, Mr. Stuart Graham, is now engaged in training Ethiopians in radio communications, aeronautical meteorology, aircraft maintenance and the organization of civil aviation. In addition to the mission, ICAO has provided nine fellowships for the training of candidates nominated by the Government of Ethiopia. Five of these are in advanced flying, three in aircraft services and one in civil aviation administration.

The fifth and sixth sessions of the Assembly of ICAO, held in Montreal in 1951 and 1952, were limited sessions dealing for the most part with financial and administrative questions. Faced with urgent demands for economies, ICAO was able to hold its budgets to relative stability in the face of rising costs, while making no important reductions in its work programmes.

A headquarters agreement between the Canadian Government and the Organization was signed on April 14, 1951. It is the function of a headquarters agreement to provide for the legal status in the host country of the headquarters of an international organization, persons employed by it, and persons accredited by member states to it. The international practice is to accord such organizations and persons limited privileges and immunities — similar to but not as comprehensive as those enjoyed by sovereign states and diplomats — which may be necessary for the discharge of the organization's functions. The headquarters agreement between the Canadian Government and ICAO generally follows the pattern of agreements which have been concluded between other host states and Specialized Agencies of the United Nations.

No new states joined the Organization during the period under review. Spain took the twenty-first seat on the ICAO Council in 1951. Canada has been a member of the Council since the Organization's inception.

## **International Labour Organization**

When the International Labour Organization (ILO) was founded in 1919 within the framework of the League of Nations, its main emphasis was on protective labour legislation. Thus it adopted Conventions setting forth standards for national legislation designed to limit hours of work, protect women and children from night work, eliminate child labour, and establish various conditions for the protection of seamen. ILO problems have changed, however, with the passing years, and of special interest now is the development from framing standards for labour legislation towards practical assistance in their implementation, particularly in under-developed countries.

Having early established a set of standards for labour legislation, ILO has endeavoured to keep it up to date by revisions and the adoption of new Conventions. There have been other fields of interest such as discussions on unemployment, which began at the first ILO Conference, and an important subsequent development was the adoption of a series of social security Conventions establishing, among others, standards for workmen's compensation, old age insurance, sickness insurance and unemployment benefits. Moreover, through technical committees ILO has been able to perform careful and detailed work in fields such as accident prevention and uniform labour statistics, and to give special continuing attention to particular problems and groups of workers. In the post-war period a major task of ILO has been the adoption of standards in the field of employer-employee relations, involving difficult but important subjects such as freedom of association, the right to organize and bargain collectively, and the question of forced labour.

ILO Conventions are formulated at annual Conferences of the Organization. A significant feature of these conferences, as indeed of other ILO meetings, is the fact that they are attended by representatives of employers' and workers' organizations as well as by government delegates from the various member countries. Non-government delegates participate in the framing of Conventions and other documents and vote on equal terms with government representatives.

International Labour Conventions are subject to ratification by member countries and by June 1952 a total of 1,301 ratifications had been registered by ILO member states with respect to the 100 Conventions so far adopted. By ratification a country assumes the obligation of maintaining in force the labour standards laid down by the Convention, generally by means of legislation, and of submitting annual reports on the manner in which it is applying the Convention, for appraisal both an international committee of experts and by the Conference.

The 100 Conventions so far adopted constitute an international labour code which serves as a target for social progress and which contains valuable technical information on labour standards. The experience which has gone into the construction of this code has helped ILO in undertaking a new role developing from needs of recent years. One of ILO's functions has always been to supply experts to member governments on request to help them draft legislation or set up administrative agencies. After the war this work was expanded, and when the United Nations embarked on its Technical Assistance Programme designed to help the less developed countries in their struggle against poverty, ignorance and disease, ILO was well equipped to do its share in this field of activity. Experts from Canada have been and will continue to be active in the ILO programme of technical assistance.

Since the emphasis is on helping under-developed countries to improve their productivity, ILO has concentrated its technical assistance efforts in the field of training. For 1953, 240 training experts will be employed and grants of 800 fellowships of trainees have been approved.

Apart from activities which are obviously of direct assistance in raising productivity, ILO is also helping under-developed countries to raise their labour standards by assisting in the framing of appropriate protective and social security legislation, in the improvement of Labour Department administration, and in the development of labour inspection services. The Organization is also giving assistance in the development of employment services and in programmes of industrial safety. The Director-General reported to the 1952 session of the International Labour Conference that ILO had at that time received requests for 277 technical assistance projects.

In the 18-month period from the beginning of 1951 to the middle of 1952, some two dozen ILO meetings were held, at most of which Canada was represented. In addition to the two regular sessions of the annual Conference, there were regional conferences for the Near and Middle East and for American states. There were meetings of committees dealing with the labour problems of special industries such as construction, coal, inland transportation, metal trades and iron and steel. Other committees dealt with the special problems



of maritime workers and of white collar workers. A meeting of experts on "payment by results" has paved the way for a forthcoming meeting to deal in broader terms with the subject of labour productivity. A migration conference was held in Naples in October 1951. These, and in fact all activities of ILO, have been supervised by the Governing Body which functions as the executive organ of ILO.

One of the most interesting topics dealt with by the annual Conference of 1951 was that of equal remuneration for men and women workers for work of equal value. It is only recently that there has been any degree of legislative experience in this field and there was, therefore, considerable controversy as to whether the time was ripe for ILO to adopt a Convention on the subject, rather than a recommendation. It was eventually agreed that the text to be adopted should take the form of a Convention but, as a rather unusual feature, it was agreed that member countries might implement the equal pay principle either by legislation or by collective agreements between employers and workers. The 1951 Conference also carried forward the work of ILO in the field of industrial relations with the adoption of recommendations on collective agreements and voluntary conciliation and arbitration. It held a preliminary discussion on the question of labour-management co-operation which was further developed at the 1952 Conference when a recommendation on the subject was adopted. Questions of social security and labour conditions in agriculture were also dealt with at both Conferences. The 1952 session included on its agenda, too, the questions of health of workers in places of employment, regulation of the employment of young persons in underground work in coal mines, and revision of the Maternity Protection Convention (1919).

During 1951, Canada ratified four International Labour Conventions, all dealing with the condition of maritime workers. As a federal state, Canada finds that most subjects dealt with by ILO fall within the legislative jurisdiction of the provinces rather than of the federal Government. Where questions on these subjects are on the agendas of ILO meetings, the provincial government authorities are customarily consulted in the preparation of replies to questionnaires and in the preparation of instructions for Canadian Government representatives. Canada has now ratified a total of 18 Conventions, most of which deal with maritime questions.

At its 34th session, held in June 1951, the International Labour Conference voted to admit the Federal Republic of Germany and Japan to membership in ILO. At the 35th session of the Conference, in 1952, the admission of the United Kingdom of Libya was approved, bringing to 66 the number of member states.

In 1951 a budget of \$6,224,922 was approved to finance ILO operations during the following year, and Canada's contribution towards that budget was \$(U.S.)239,321. In 1952 the Conference adopted a budget of \$6,223,368, of which Canada's share is \$(U.S.)216,159.

## Inter-Governmental Maritime Consultative Organization

The Inter-governmental Maritime Consultative Organization (IMCO), which was designed to promote co-operation among governments in international shipping problems, has not yet come into being because the Convention establishing it has not been ratified by the required number of countries.

Canada ratified the Convention on October 30, 1948 — the first country to do so. Since then Australia, Burma, France, Greece, Ireland, Israel, the Netherlands, the United Kingdom and the United States have deposited instruments of ratification.

There have been no meetings, since the first one in 1948, of the Preparatory Committee which was set up as an interim body pending the establishment of IMCO.

## International Refugee Organization

The International Refugee Organization (IRO) has now ceased operations after giving assistance to more than 1,600,000 persons. In addition to noting the activities of the Organization during the last year of its existence, this article will summarize briefly the history of this important Specialized Agency of the United Nations.

Soon after the war, in February 1946, the General Assembly of the United Nations agreed unanimously that the problem of refugees and displaced persons deserved immediate attention. Next the Economic and Social Council examined the problem, and finally on December 15, 1946 the Constitution of the IRO was adopted by the General Assembly by a vote of 30 to 5, with 18 abstentions. The Preparatory Commission for the International Refugee Organization (PCIRO) was set up to bring IRO into being.

The first session of PCIRO which opened on February 11, 1947 was attended by representatives of Canada, the Dominican Republic, France, Guatemala, the Netherlands, Norway, the United Kingdom and the United States. The Organization began operations on July 1, 1947 at a time when thirteen governments had signed the constitution of IRO, but only six had ratified. This was an expression of faith in international good will on the part of the governments represented at the first PCIRO meeting, and an indication by those governments of the urgency and importance which they attached to refugee problems.

Fifteen ratified signatures and a firm subscription of 75 per cent of the operational budget of the IRO were required to bring its constitution into force, and these requirements were fulfilled in August 1948. The following month fifteen governments were represented at the first meeting of the IRO general council. Eventually sixteen members of the United Nations and two non-members<sup>1</sup> comprised the membership of IRO.

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<sup>1</sup>Members of IRO listed according to the order in which they signed the Constitution: United States, Canada, Guatemala, France, Dominican Republic, Netherlands, Norway, United Kingdom, New Zealand, China, Belgium, Iceland, Australia, Venezuela, Luxembourg, Denmark, Italy, Switzerland. Eight other governments signed but did not ratify the Constitution.

The Constitution of IRO listed its functions as: "the repatriation; the identification, registration and classification; the care and assistance; the legal and political protection; the transport; and the re-settlement and re-establishment... of persons who are the concern of the Organization." These persons fell roughly into two categories: refugees and displaced persons.

With certain exceptions such as war criminals, quislings, traitors, etc., refugees coming within the mandate of IRO were: victims of the nazi or fascist regimes or of the regimes which sided with or assisted them during the Second World War; Spanish republicans and other victims of the falangist regime in Spain; and persons who were considered refugees before the outbreak of the Second World War for reasons of race, religion, nationality or political opinion. Displaced persons within the IRO mandate were those persons who, as a result of the actions of nazi or fascist regimes, or regimes which sided with or assisted them, had been deported from or obliged to leave their countries of nationality or former habitual residence. In this category were persons who had been compelled to undertake forced labour or who were deported for racial, religious or political reasons. The definitions of refugees and displaced persons were complicated, but as the IRO work proceeded the Organization interpreted the definitions liberally in order to assist the largest possible number of persons.

Only a relatively small number of persons who became the responsibility of IRO wished to be repatriated, for they either feared renewed persecution on grounds of race, religion, or political opinion, or they wished to avoid returning to countries under communist domination. Some 73,000 were, nonetheless, assisted to return to countries of origin or former domicile. In contrast, more than a million persons were re-settled elsewhere, under IRO auspices, as immigrants, while others were helped to establish themselves in the countries where they had taken refuge, and were given financial, legal or other assistance.

By 1951 IRO had reduced substantially the numbers of persons under its mandate, and the year was one of gradual liquidation. Nonetheless, during 1951 over a thousand persons were repatriated, and more than 150,000 were re-settled, including more than 30,000 who were admitted to Canada.

One phase of IRO work which required particular attention was the large number of institutional cases, known as the "hard core", for whom normal re-settlement opportunities were not possible. Among the people in this group were the sick, the aged and the crippled, who required institutional care. At one time the number of these persons and their dependants who were the responsibility of IRO was about 32,000. By 1951 the number had been reduced to 11,000, and by the end of the year there were only 362 for whom satisfactory arrangements had not been made.

Nearly all the operations of IRO had been completed by the end of 1951, and the Organization went into liquidation on March 1, 1952 under a liquidator and a board of liquidation composed of representatives of France, the United Kingdom and Venezuela. In addition to supervising the dissolution of IRO, the liquidation board will also supervise the preparation of an official history of the Organization.



Canada was an active member of IRO until the Organization came to an end. The total number of persons settled in Canada under IRO auspices was 123,479, a figure only exceeded by the United States, Australia and Israel. Canadian contributions to IRO totalled more than \$(U.S.)18 million, the only larger contributors being the United States, the United Kingdom and France.

Although IRO has come to an end, many of the problems with which it was concerned continue to exist, for unstable political conditions in various parts of the world are creating new groups of refugees whose plight cannot be ignored. Nonetheless, IRO effort reduced the size and urgency of the refugee problem so greatly that it now seems possible for the tasks of IRO to be performed by other means. Thus the international protection of refugees has become the function of the United Nations High Commissioner for Refugees, and migration for re-settlement is being handled by governments through bilateral arrangements or other co-operative procedures.

### **International Trade Organization**

The Havana Charter for an International Trade Organization (ITO), which was signed in March 1948, has not yet entered into force. The President of the United States decided, in December 1950, not to submit the Charter to Congress for approval. It would probably be impractical and unrealistic to proceed with the establishment of ITO without United States participation. It is, in any case, unlikely that the major trading countries would be prepared to ratify the Charter in these circumstances.

In the absence of any definite prospect of United States ratification of the Charter, an increasing share of the functions which would have been exercised by ITO has been taken over by existing international organizations. This applies, for example, to the Charter provisions relating to commercial policy, employment, economic development and restrictive business practices.

The General Agreement on Tariffs and Trade (GATT) is at present the major international instrument governing commercial relations between states. It has been signed by 34 countries accounting among them for approximately 85 per cent of world trade. GATT comprises the major trading nations of the world, outside the Soviet bloc; Czechoslovakia is its only Soviet bloc member. Within the limitations of its Protocol of Provisional Application, GATT binds its signatories to a set of rules and principles of commercial practice aimed at achieving a high level of multilateral trade on a non-discriminatory basis.

Under the auspices of GATT three separate rounds of international tariff negotiations have been successfully held since 1948. As a result of these negotiations tariffs have been substantially reduced on a wide range of commodities entering world trade. These tariff concessions, which benefit all the signatories of GATT, will remain in force at least until January 1, 1954.

While the Contracting Parties to GATT do not operate as part of the United Nations, they continue to avail themselves of the services of the Secretariat of the Interim Commission for the International Trade Organization.

## International Telecommunications Union

The International Telecommunications Union (ITU) is one of the oldest and largest of the bodies which are designated as Specialized Agencies of the United Nations. It has been in existence since 1865 and its membership now comprises 79 states and 9 non-self-governing territories. In 1947 an International Conference at Atlantic City reorganized the Union, gave it a new constitution — the Atlantic City Convention — and provided for its status as a Specialized Agency.

The supreme body of ITU is the Plenipotentiary Conference which meets only once every five years. The first such conference took place in 1947; the second will meet in Buenos Aires in October 1952. The Plenipotentiary Conferences consider questions relating to the Convention, establish broad lines of policy on technical and administrative questions, and set up work programmes for the Union. Continuing supervision of the Union's activities is maintained by the Administrative Council, comprising the representatives of 18 member states, which meets annually. Canada has been a member of the Administrative Council since 1947. Subordinate to the Administrative Council are the following bodies: the Secretariat with about 150 employees, permanently established in Geneva; the International Frequency Registration Board, also in Geneva; and three International Consultative Committees on Telegraphs, Telephones and Radio. All of these bodies report independently to the Administrative Council.

As set forth in the Atlantic City Convention, the functions of ITU are to promote international co-operation in the improvement and rational use of telecommunications, and to promote the development of technical facilities so as to increase the efficiency, usefulness and extent of telecommunications services. Within this rather broad designation of responsibilities the activities of ITU fall into a pattern which includes on the one hand well-defined and continuing functions performed on a day-to-day basis, and on the other hand activities related to an important contemporary problem concerning the use of radio frequencies.

The daily functions performed by the Union are essential to the normal operation of the various international communications systems of radio, telephone and telegraph. They involve the collection and circulation to member states of current information on rates, routings and serviceability of equipment. They also involve responsibilities arising from the pattern of international agreements and rules for the handling of commercial telegraph, telephone and radio traffic. These relate particularly to safety and distress, international accounting and payment for the handling of messages, and the registration of radio frequencies. As a further continuing responsibility, ITU provides to member states expert technical assistance and advice on certain types of telecommunications problems.

The other side of ITU's work is concerned with the difficult problem of the allocation of radio frequencies to various services and national systems, in all bands of the radio frequency spectrum. Before the end of the last war the use of radio had so increased that

the demand for radio channels had far outrun the supply. New services, notably those set up to serve international civil aviation, had to be provided for. A new plan for the rationing and use of radio channels was urgently required. In 1947 the Atlantic City Conference drew up a comprehensive plan for the re-allocation of frequencies to all types of services in a band ranging from 10 kilocycles to 10,500 megacycles. This band contains all the frequencies regarded as commercially useable for communications at the present time. Since 1947 it has been ITU's task to bring about the acceptance and implementation of the Atlantic City plan by member states. A series of conferences has been held to this end. Great difficulties have been encountered, especially in the high frequency bands where world-wide agreement is essential. Nevertheless, considerable progress has been recorded.

An ITU Conference known as an Extraordinary Administrative Radio Conference met in Geneva from August to December 1951 to obtain agreement on certain parts of the Atlantic City plan. It was largely successful in its work. Frequency assignment lists were adopted which will eventually provide some 80,000 permanent channels for specific stations, and plans were agreed upon for the gradual transfer of such stations to their new channels. For frequency bands in which assignment lists could not yet be drawn up, the Conference drafted a plan for gradual adjustment of allocations over the next few years so that in these bands, too, the Atlantic City plan will eventually be implemented.

Other major activities of ITU in 1951 and the first half of 1952 were related to the second Plenipotentiary Conference which is scheduled to meet in Buenos Aires in October 1952. The three Consultative Committees continued work of a highly technical nature in their respective fields. Each Committee maintains a number of study groups which draft technical reports and provide expert advice to member states on equipment and transmission problems.

At the beginning of 1952 ITU became associated with the United Nations Programme for Technical Assistance to Under-Developed Countries, and since that time has dealt with requests for technical assistance from eleven countries. The assistance being given is essentially of a type which ITU has always tried to provide for its member states, but the allocation of funds from United Nations resources for this purpose will permit a material increase in the amount of assistance ITU is able to give.

## **United Nations Educational, Scientific and Cultural Organization**

As one of the charter members of the United Nations Educational, Scientific and Cultural Organization (UNESCO), Canada has played an active part in the affairs of the Agency, which is now in its seventh year. Canadian Delegations have attended all the General Conferences of UNESCO and have supported constructive UNESCO projects such as technical assistance and fundamental education. They have consistently warned against impractical proposals and over-ambitious programmes.



The sixth session of the General Conference of UNESCO was held at the Agency's headquarters in Paris from June 18 to July 11, 1951. Fifty-nine member countries took part in the Conference and eight non-member states sent observers. (The Soviet Union is not a member of UNESCO; no delegations were sent by Czechoslovakia, Hungary or Poland, which are members.) The session decided on UNESCO's programme for 1952, within the limits of a budget of \$8,718,000. The more significant decisions of the Conference are described in the following paragraphs.

The Conference considered that too much of the energies of the Secretariat and too much of the money of the Organization were being spent in its annual sessions. Accordingly, on the initiative of the United States, it was decided at the 1951 Conference to hold general sessions at two-year intervals. As this change will increase the responsibilities of the continuing Executive Board of UNESCO, the United Kingdom, with Canada's support, proposed that the Executive Board should be changed from a committee of individuals to a committee of government representatives. At present, the Executive Board is made up of 18 individuals, competent in the arts, humanities and sciences, elected by the delegates to the General Conference from among their own numbers. Its members sit, however, as representatives of the General Conference and not as representatives of their home governments. The Conference rejected the United Kingdom proposal, keeping the Executive Board in its present form.

The sixth session admitted five states to membership in UNESCO: Japan, the German Federal Republic (Western Germany), Cambodia, Laos and Viet Nam. All have since deposited their instruments of acceptance of the constitution of UNESCO, bringing the total membership of the Organization to 65. Applications for membership from Spain, Nepal and the Kingdom of Libya will be considered at the 1952 General Conference. After some debate, the sixth session agreed that non-self-governing territories might be admitted as associate members, upon application by the states responsible for them, and that they might participate without vote in all the deliberations of the General Conference. As of March 1952, no applications on behalf of dependent territories had been received by the Director-General.

To meet the challenge of illiteracy among half the world's population, the Conference adopted a 12-year plan of fundamental education in under-developed areas. Along with the basic skills of reading and writing, the programme is designed to spread a knowledge of the fundamentals of citizenship, health and agriculture. The instruction is based upon a specific problem facing the people of each area, whether disease in Bombay or soil erosion in Colombia, and makes use of every available technique — posters, films, study groups and primers in the local language. Fundamental education in any area is naturally the responsibility of the government concerned. UNESCO acts as the co-ordinating body, exchanging information, providing education materials, and arranging for the services of experts. At the request of UNESCO, for example, educators from Canada have assisted projects in India, Pakistan, Thailand and the Middle East during the past year. In 1951 UNESCO

established in Patzcuaro, Mexico, a Fundamental Education Centre for Latin America. Mexico is an appropriate choice because 2,666,000 Mexican people have been taught to read and write in seven years through national literacy campaigns. The regional centre has already trained 100 students from 15 Latin American countries as leaders in fundamental education and has developed specialized teaching materials such as textbooks for adult illiterates. A similar regional centre for the Middle East is scheduled to open in Egypt in 1952.

As UNESCO has not enough money to carry out this new educational programme without fully or partially abandoning other projects which the Conference wished to maintain, the Conference decided to cut other projects by one per cent, hoping to get the rest of the money from the United Nations Expanded Programme of Technical Assistance and other sources to be explored by the Director-General.

Among UNESCO projects for 1952 of interest to Canada was the preparation of a Universal Copyright Convention for the protection of literary, artistic and scientific works. An Inter-Governmental Conference on Copyright, at which Canada will be represented, is to be held in Geneva in the late summer of 1952 to consider the adoption of the agreement. Canadians are also participating in an International Conference of Artists sponsored by UNESCO and in three UNESCO seminars on citizenship, on workers' education and on the role of museums in education. Information has been provided by Canada for the UNESCO handbooks *Study Abroad* and *Teaching Abroad* which contain data on scholarship opportunities and teacher exchange programmes among member states. In 1950 UNESCO set up an international commission for the preparation of a scientific and cultural history of mankind; the work is now progressing with the assistance of historians of many countries including Canada.

UNESCO'S part in the Expanded Technical Assistance Programme of the United Nations has been to recruit experts for educational missions to under-developed countries and to arrange for technical training through UNESCO fellowships. As of January 31, 1952, 18 educational advisers had completed their missions, 99 were at work in the 27 countries which had sought their assistance, and 23 others were on their way to their countries of assignment. Five of these experts were from Canada. Of the 130 technical assistance fellows who were awarded study grants by UNESCO during 1951, ten received training in Canada in various fields of technical and adult education. The technical assistance programme has been accelerated in 1952.

Up to April 1951, the Canadian Council for Reconstruction through UNESCO (CCRU), working with the Department of External Affairs and voluntary societies in Canada interested in UNESCO, was the focal point of Canadian relations with the Organization. The activities of CCRU came to an end in April 1951, and it is appropriate to review the contribution of the Council to the reconstruction programme instituted by UNESCO in educational and cultural fields. Some 800,000 children and 25,000 teachers in war devastated countries received assistance from CCRU at a cost

of \$300,000. Artists in Austria, France, Germany and Italy and craftsmen in Ethiopia received assistance at a cost of \$33,000. Fifty-nine scholarships were awarded at a cost of \$163,000. Individuals and organizations across Canada donated 250,000 books which were collected and distributed in nine countries at a cost of \$69,000. Universities in Austria, Belgium, France, Greece, Italy, the Netherlands, Norway, the Philippines, Malta and Ethiopia received gifts totalling \$129,000. The Department of External Affairs contributed \$200,000 to CCRU and assisted the Council's projects through its missions abroad.

The establishment of a "Canada Council" which would serve, among other things, as a national commission for UNESCO in Canada, has been recommended by the Canadian Royal Commission on National Development in the Arts, Letters and Sciences. A council of this kind might perform some of the functions formerly carried out by CCRU, as well as many of the liaison and other duties now performed by the Department of External Affairs. The recommendation of the Royal Commission is under consideration by the Canadian Government.

## Universal Postal Union

During 1951 the Universal Postal Union (UPU) continued its work of helping postal administrations around the world to provide better, faster and more uniform services.

UPU has the largest membership of the Specialized Agencies of the United Nations with 94 member countries, territories or groups of territories. Cambodia, the Hashemite Kingdom of Jordan, Laos, the United Kingdom of Libya, and Viet Nam have become independent members since 1950, and Canada supported the application of all these countries. Headquarters of the Organization is in Berne, Switzerland, where a new building to house the Secretariat was begun in 1951 and is expected to be completed on November 1, 1952.

Through agreements observed by its member postal administration the UPU governs the international exchange of mail. In preparation for the Universal Postal Congress to be held in 1952 members of UPU were asked whether they wished to propose any changes in provisions of the agreements governing international postal services, and as a result of this enquiry more than 700 proposals were received. The Secretariat communicated these proposals to all other members of the Organization.

In 1951 UPU distributed a new *Directory of Post Offices* which lists post offices throughout the world and the services offered by each office. Many other publications were produced, republished or transmitted to members in the same year, including a list of steamship lines, complete postal statistics, a general list of air mail services, and the periodical *Journal* of UPU. Further pamphlets in the Postal Studies Series have been distributed dealing with hygiene of postal premises and equipment; the use of aircraft for purely postal transport; artificial lighting of post offices; furniture and equipment for sorting correspondence and parcels, and parcelling machines; and furniture and apparatus used by post offices. In 1952 further



pamphlets in the series are to be distributed dealing with design, construction and equipment of railway vans; a general plan for the construction of a model post office in the average locality; the helicopter in postal service; methods of training and professional instruction of post office personnel; and mechanical handling of letters and parcels in large sorting centres. This is an indication of the wide service rendered by UPU through the preparation and distribution of documents, pamphlets and other publications.

The Executive and Liaison Commission, which is the executive organ of UPU, met in St-Gall, Switzerland, in May 1951. At the previous session of the Commission a representative of the Central People's Government of the People's Republic of China (communist) had occupied the Chinese seat after a secret vote of 5 in favour to 3 against, with 3 abstentions and one spoiled ballot. Subsequently all UPU administrations entitled to vote were consulted on the question of Chinese representation, and the results of this referendum were as follows:

(a) Considered that China should be represented by the National Government of the Republic of China	37
(b) Considered that China should be represented by the Central People's Government .....	23
(c) Abstentions, or no opinion .....	14
	<hr/>
	74
(d) No reply .....	12
	<hr/>
	86

In accordance with the wishes of the majority of the members expressed by the referendum the Central People's Government Representative was replaced by the National Government Representative at the 1951 session of the Executive and Liaison Commission.

Other actions of the Commission in 1951 included authorization for the construction of the new headquarters building, consideration of submissions to the Universal Postal Congress, adoption of a resolution with respect to the interruption in postal services between border points in Roumania and Yugoslavia, and approval of the report of the UPU Secretariat for 1950. Canada was not a member of the Executive and Liaison Commission.

The Technical Transit Commission which also met in 1951, at Pontresina, Switzerland, decided that China should be represented by the National Government, and then dealt with technical questions of postal rates. This Commission was established on a temporary basis to seek a compromise solution to the long standing problem of international transit charges for the delivery of mail. Canada was a member of the Commission and was represented at the meeting in Pontresina.

The Thirteenth Congress of the Universal Postal Union opened in Brussels, Belgium in May 1952. The Universal Postal Congress meets, usually, at intervals of five years, and is composed of plenipotentiary representatives of all UPU members. The Congress reviews the Universal Postal Convention and its subsidiary agreements on the basis of proposals submitted in advance by members. Canada was of course represented.

The UPU dates back to 1875. The Secretariat is composed of only 17 permanent members and 11 extra staff. The organization works quietly, but very efficiently. When one drops a letter in the corner post box with complete confidence that it will arrive at its destination at the other end of the earth, this is evidence that the UPU is one of the most effective examples of international co-operation on a practical level.

## **World Health Organization**

The objective of the World Health Organization (WHO), as set forth in its Constitution, is "the attainment by all peoples of the highest possible level of health". Canada has been a member of WHO since it was established as a Specialized Agency of the United Nations in 1948. Dr. Brock Chisholm of Canada is the Director-General of WHO and although his term of office would normally end in 1953, the Fifth World Health Assembly unanimously adopted a resolution extending this term to July 20, 1956. Dr. Chisholm has been requested to inform the President of the Fifth World Health Assembly on or before December 31, 1952 whether he will accept a prolongation of his contract.

Canada has been represented at all the World Health Assemblies, including the Fourth Assembly in May 1951 and the Fifth Assembly in May 1952. At these meetings programmes of work have been approved which are intended to help governments to develop the balanced health services they require. This work is done more and more on the basis of regional planning, chiefly by making available training facilities and technical staff to get health activities started which governments will later be able to maintain themselves. WHO will also continue its campaigns against certain widespread diseases and will continue to promote maternal and child welfare. Field work begun by WHO is often multiplied many times by the subsequent efforts of the countries concerned, and as an example the Fourth World Health Assembly was informed that whereas a million and a half people had been freed from the scourge of malaria by DDT spray teams sent out by WHO, follow-up campaigns by governments raised that number to over 50 million. The principle of helping others to help themselves is at the core of WHO programmes of work.

At the Fourth and Fifth World Health Assemblies "technical discussions" were held to clarify specific problems and to suggest means of coping with them successfully. These discussions were open to representatives of governments which cared to participate, and they were conducted more informally than meetings considering regular WHO business. At the Fourth Assembly the topic for discussion was "the education and training of medical and public health personnel", and at the Fifth Assembly the subject was "methodology of health protection in local areas". Canadian representatives took part in these technical discussions and found them to be useful.

At the Fourth World Health Assembly an effective working budget of \$7,677,782, slightly more than one fifth larger than the year before, was approved for 1952. This was intended to allow for increased prices, earned salary increases, and a moderate expansion of the WHO programme of work. In 1952 Canada believed that the budget for the following year should be about the same as that approved by the Fourth Assembly. It was explained by the Canadian Representative at the Fifth Assembly that to set the budget ceiling at this level would not mean that new and important work which was fully justified should not be undertaken, but that a close scrutiny of all proposed expenditures for 1953 should be made in order to eliminate any of a non-essential nature. However, the Assembly approved a budget level for 1953 of \$9,832,754, or an effective working budget of \$8,485,095.

The difference between the approved budget level and the effective working budget is accounted for by the assessments against non-active members which it is not expected will be paid. The non-active members are Albania, Bulgaria, Byelorussia, Czechoslovakia, Hungary, Poland, Roumania, Ukraine, and the U.S.S.R., all of which claim to have withdrawn from WHO. However, the Constitution does not provide for withdrawals, and the communist countries are still considered to be members.

At the Fourth World Health Assembly Spain, Japan, and the Federal Republic of Germany were admitted to membership in WHO. At the Fifth Assembly the United Kingdom of Libya became a member and Tunisia and Morocco were admitted to associate membership. WHO now has 78 members, 69 of which are active, and three associate members.

One of the significant features of the Health Assembly in 1951 was the adoption of a series of International Sanitary Regulations designed to control the spread, through international traffic, of six quarantinable diseases, namely, cholera, plague, smallpox, typhus, yellow fever and relapsing fever. The new Regulations will replace a series of about a dozen Sanitary Conventions and Agreements, some of which are mutually contradictory or out of date. The International Sanitary Regulations will come into force on October 1, 1952, for all members of WHO who did not reject them within the specified time limit or make serious reservations which the Assembly could not accept. Amendments at later World Health Assemblies will keep the Regulations up to date. In the past, it had not proved possible to keep the various Sanitary Conventions suitably amended.

At the 1952 Health Assembly Canada, Brazil, Denmark, New Zealand, Iran and the United Kingdom were elected as members authorized to name persons to serve on the Executive Board. In addition to representatives of these countries the Executive Board for 1952-53 will also include persons designated by Belgium, Ceylon, Chile, Cuba, El Salvador, France, Greece, Italy, Lebanon, Liberia, Pakistan and Thailand. Through membership of a Canadian Representative on the Executive Board Canada will be able to follow more closely the work of WHO and consequently to play a more active role at future Health Assemblies.



## World Meteorological Organization

The World Meteorological Organization (WMO) is the youngest of the Specialized Agencies of the United Nations, having obtained that status only on December 20, 1951, when an agreement between WMO and the United Nations became effective. The Convention bringing the Organization into existence was signed by 37 countries in Washington on October 11, 1947 and came into effect on March 23, 1950. WMO's first congress met on March 19, 1951 in Paris.

The purposes of WMO, as outlined by its Convention, are: to facilitate co-operation among the various meteorological services; to promote the establishment and maintenance of systems for the rapid exchange of weather information; to promote standardization of meteorological observations and to ensure the uniform publication of observations and statistics; to further the application of meteorology in such fields as aviation, shipping and agriculture; and to encourage and assist in co-ordinating the international aspects of research and training in meteorology.

The present membership of WMO comprises 54 states and 23 non-sovereign territories which maintain their own weather services. The Organization's headquarters is at Geneva. Its governing body is the congress, which normally will meet once every four years. In the intervals, its affairs will be carried on by an executive committee of fifteen members, by six regional associations and eight technical commissions, as well as by the permanent secretariat established at Geneva. Dr. Andrew Thompson, C.M.G., head of the Canadian Meteorological Service, is a member of the executive committee and president of Regional Association IV for North and Central America.

During its first year of existence WMO was necessarily preoccupied with financial and administrative problems related to its establishment, and with the assumption of the duties, assets and obligations of its predecessor, the International Meteorological Organization. The first congress established financial and administrative regulations for the Organization, approved a five-year budget, set up the regional associations and technical commissions, and drafted a work programme on technical subjects. Subsequently, further attention was given to these and similar questions by the executive committee, which met in Paris on April 30 and in Lausanne on October 3, 1951. A working group on meteorological telecommunications met in Paris on February 11, 1952 and the Regional Association for Europe in Zurich on May 26, 1952. By the middle of 1952 WMO had not only established itself on a sound working basis but had been able, with the help of national meteorological services, to pick up and carry on successfully the technical projects developed by its predecessor, the International Meteorological Organization.

## IV

## DEPENDENT TERRITORIES

## Trusteeship Questions

The international trusteeship system was established by Chapter XII of the Charter to promote the political, economic, social and educational advancement of the inhabitants of trust territories and to further their development to self-government. The territories are placed under this system by means of trusteeship agreements between the United Nations, on the one hand, and the administering authority on the other. Seven administering states have concluded trusteeship agreements specifying the terms under which each trust territory must be administered. These are Australia (for Nauru<sup>1</sup> and for the eastern part of New Guinea), Belgium (for Ruanda-Urundi), France (for the French Cameroons and for French Togoland), Italy (for the former Italian colony of Somaliland), New Zealand (for Western Samoa), the United Kingdom (for the British Cameroons, for British Togoland, and for Tanganyika), the United States (for the strategic trust territory of the Pacific Islands). Chapter XII of the Charter also established the Trusteeship Council which, under the authority of the General Assembly, has the task of overseeing the implementation of the trust agreements by the administering authorities concerned. The Trusteeship Council, of which Canada is not a member, is composed of the six administering powers listed above (Italy, although it administers Somaliland, is not included); the U.S.S.R. and China, and four other non-administering states. Thus a balance exists in the Council between administering and non-administering powers. The non-administering members of the Council for 1951-52 are the Dominican Republic, El Salvador, Iraq and Thailand. The main functions of the Council are to guide the administering authorities in preparing their reports, to consider these reports, to examine petitions from the native inhabitants, and to send periodic visiting missions to the territories.

The administration of dependent territories has provided an issue in the United Nations on which the administering and the non-administering powers are seriously divided. Among the reasons for this division is the belief held by many of the non-administering states, some of whom have themselves only recently emerged from dependent status, that the administering powers are not moving fast enough in the direction of self-government for the trust territories. They believe that this situation can only be corrected by an increase in the influence of the General Assembly on the Trusteeship Council and the administering powers.

Divergent views exist with regard to this extension of the role of the Assembly. No one disputes the fact that the Charter gives

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<sup>1</sup>The Governments of Australia, New Zealand and the United Kingdom have concluded a joint trusteeship agreement with the United Nations regarding Nauru. Australia acts as agent for the other two administering authorities and generally as their spokesman in matters concerning the administration of Nauru.

broad powers of supervision to the Assembly in regard to trust territories. The point at issue is how the Assembly should use these powers and what degree of supervision should be exercised by the Assembly over both the administering authorities and the Trusteeship Council. A considerable number of non-administering powers, usually forming a majority in the Assembly — among them the Soviet bloc as well as groups of Asian, Latin American and Middle Eastern states — wish to extend the supervisory role of the Assembly to include a close scrutiny of the manner in which the territories are administered. Some of these states have also asserted that all resolutions regarding trust territories which are passed by the Assembly must be implemented by the Trusteeship Council and the administering authorities.

The administering authorities contend that the Assembly should confine itself to discussion and recommendations regarding broad matters of policy and leave to the Trusteeship Council questions of detailed supervision. They argue that the balanced membership of administering and non-administering states in the Council (as well as the personal qualifications of the individual representatives in the Council) make it a more suitable organ for this purpose. Concerning the obligatory character of resolutions adopted by the Assembly on trusteeship questions, some of the administering powers argue that their responsibilities are clearly defined under the terms of the Charter and of the trusteeship agreements and that it is not always in the best interests of the inhabitants of the trust territory concerned to implement fully a particular Assembly resolution. They point out the difficulty that an administering power is under in carrying out the terms of a resolution which it has consistently opposed in the Assembly and in the Council.

The Trusteeship Council, although performing its duties under the authority of the General Assembly, is established as a principal organ of the United Nations. The Canadian position is that the Assembly should concern itself principally with broad questions of policy and leave to the Trusteeship Council some freedom of action in supervising the detailed operations of the trusteeship system. Canadian Delegations have accordingly opposed resolutions which, in their judgement, would have the effect of reducing the Trusteeship Council to a mere rubber stamp of the Assembly. On the other hand, Canada recognizes that some of the criticism directed by the non-administering powers at the administering authorities is both constructive and sincere. These broad issues were reflected in the debates on specific items at the sixth session of the Assembly, some of which are described below.

### **Italy's Admission to Membership in the United Nations**

The General Assembly at its fifth session in 1950 had approved a trusteeship agreement appointing Italy administering authority over the former Italian colony of Somaliland. At its eighth session in 1951,<sup>2</sup> the Trusteeship Council adopted changes in its rules of

<sup>2</sup>Four sessions of the Trusteeship Council have been held at United Nations Headquarters since January 1, 1951. The eighth session was held during February and March, 1951, the ninth during June and July, 1951, the tenth during February and March, 1952 and the eleventh during June and July, 1952.



procedure allowing Italy to participate without vote in the work of the Council relating to Somaliland and to general trusteeship questions, though not in the Council's work with regard to other trust territories. At the same time, the Council recommended that the Assembly consider ways and means by which Italy could participate fully in the work of the Council. Following up this resolution, the French Delegation tabled a resolution in the Assembly, at its sixth session in 1951, recommending that the Security Council reconsider, as a matter of urgency, the question of Italy's admission to the United Nations. Canada favoured Italy's admission to the United Nations and agreed with the general view that Italy's participation in the work of the Trusteeship Council could not be extended without that country being granted full membership in the United Nations. The Canadian Delegation therefore voted in favour of the French resolution, which was adopted with only the Soviet bloc dissenting. A French resolution subsequently introduced in the Security Council recommending the admission of Italy was vetoed by the Soviet Representative.

### **Ewe and Togoland Unification Problem**

The Ewes are a native people who live in contiguous areas within British and French Togoland and the Gold Coast, and among whom are elements who desire unification of the two trust territories of Togoland, in order that the Ewe people can be united under one administration. The General Assembly, by a resolution of December 2, 1950, impressed on the Trusteeship Council the importance of the Ewe problem and of arriving at a solution satisfactory to the Ewe people. The French and United Kingdom authorities submitted to the ninth session of the Trusteeship Council in 1951 plans for the creation of a joint council, consisting of representatives of the Ewes of British and French Togoland, which would have certain broad powers to advise the administering authorities. After the Assembly, at its sixth session, had listened to representatives of the Ewes, it considered a French-United Kingdom resolution by which the Assembly would approve the proposed joint council. Certain Latin American and Asian states introduced amendments to this resolution which, in the opinion of the Canadian Delegation, implied strong criticism of the steps being taken by the administering powers and which, by calling for further consultation before the establishment of the joint council, might have the effect of delaying a settlement much longer. The resolution which, as amended, also called for a special report from the Trusteeship Council to the seventh session of the Assembly, was adopted by a vote of 46 in favour, none against with 7 abstentions (including Canada).

### **Organization and Functioning of Visiting Missions**

At previous sessions of the General Assembly some Arab and Latin American states had indicated dissatisfaction with the manner in which the visiting missions, which are sent out periodically to examine and report on conditions in the trust territories, were organized and had been functioning. The General Assembly had,

at its fifth session, recommended that the Trusteeship Council review the question of visiting missions, with a view to increasing the number of visits to each trust territory and to reducing the number of territories to be visited by each mission during one tour. A resolution submitted at the sixth session of the Assembly by a group of Arab and Latin American states reiterated the request for a review of the functions of visiting missions and introduced a new suggestion to the effect that representatives of non-members of the Council should be appointed in certain circumstances as members of the visiting missions.

Canada abstained on the final vote on this resolution because its terms prescribed in too great detail the means to be used by the Council in directing the work of its visiting missions and because the proposal to include non-member states in a subsidiary body of the Council would disturb the balance existing between administering and non-administering powers on all bodies connected with the operation of the trusteeship system. The resolution was, however, adopted by 35 votes to 7 with 8 abstentions.

### **Attainment of Self-Government by Trust Territories**

A resolution submitted by a group of five non-administering states noted the lack of information from administering powers concerning target dates for the attainment of self-government by trust territories, and called on these powers to provide this information. The administering powers, with considerable support, argued the extreme difficulty of setting the dates, but the resolution was adopted by 38 votes to 8 (including Canada) with 11 abstentions. In explaining his dissenting vote, the Canadian Representative pointed out that the processes of constitutional evolution did not lend themselves to rigid timetables; he said the premature announcement of even a vague schedule might be in the worst interests of the inhabitants of the territories; and he added that there was nothing in the trusteeship agreements or the Charter to indicate that time-limits should be set in connection with the attainment of self-government by the trust territories.

### **Administrative Unions Affecting Trust Territories**

Some of the United Nations trust territories are linked for administrative purposes with adjacent colonies (which are not "trust territories" but are styled "non-self-governing territories") of the administering powers concerned. The General Assembly, at previous sessions, had recommended that the Trusteeship Council make a careful study of these unions. At the sixth session of the Assembly the Soviet Delegation submitted a resolution calling on the administering authorities to take legislative action to establish in each of the trust territories separate legislative and administrative organs which would not be subordinate to institutions having jurisdiction in adjacent colonies. This Soviet resolution was defeated by a narrow margin (13 in favour, 16 against (including Canada) with 26 abstentions). The Assembly recommended that the Council's standing committee on administrative unions continue its studies and submit a report to the seventh session.

## Action Taken by Trusteeship Council in first part of 1952

The Trusteeship Council, at its tenth and eleventh sessions in 1952, examined reports on various trust territories, among them Somaliland, and completed arrangements for the despatch later in the year of a visiting mission to study the Ewe and Togoland unification problem. A revised and somewhat simplified questionnaire to guide the administering authorities in preparing the periodic reports required from them has also been approved.

## Information from Non-Self-Governing Territories

Chapter XI (Article 73) of the Charter contains a declaration by member states with responsibility for territories whose peoples have not yet attained full self-government. In this declaration, those members recognize the principle that the interests of the inhabitants of non-self-governing territories (i.e. colonies or similar dependent territories which are not trust territories) are paramount. They accept as a sacred trust the obligation to promote the well-being of the inhabitants of such territories, to ensure their political and economic advancement and protection against abuses, to develop self-government and free political institutions, and to transmit certain information on economic, social and educational conditions to the Secretary-General. This declaration, with the responsibilities it implies, is the only provision of the Charter dealing with dependent territories which are not trust territories.

The General Assembly, at its fourth session in 1949, set up a new committee for a three-year term to consider information submitted by the administering authorities under the terms of the declaration referred to above. This committee, which was formerly called the Special Committee on Information and is now known as the Committee for Information on Non-Self-Governing Territories, is composed of eight member states which transmit information and an equal number of non-administering states. The Committee analyses the material submitted by the administering authorities and makes general suggestions concerning improvements which might be made in the various fields covered. When the Committee was set up, it was requested to make a special study each year of one of the subjects on which information is provided by the administering states.

The work of the Committee for Information has been the subject of contentious debate during past sessions of the General Assembly. The main point at issue is whether or not the Committee should exercise functions broadly similar to those which the Trusteeship Council exercises for trust territories, i.e. to supervise the evolution towards self-government of the territories concerned. The declaration given in Article 73 places on the administering powers the obligation to transmit information on economic and social matters and on education, subject to such limitations as security and constitutional considerations may require. There is no mention of political information. However, some of the non-administering powers, who form a majority in the Assembly, wish to extend the scope of the



Committee's functions to include the consideration of political information; they believe that it is only by means of this information that the Assembly can keep abreast of developments in the non-self-governing territories which concern the evolution of these territories towards self-government.

Attempts to extend the scope of the Committee's functions have been strongly opposed by the administering states, which base their arguments on the fact that the declaration to which they have adhered contains no mention of political information. The administering powers have also questioned whether the Assembly is entitled to discuss political affairs in the non-self-governing territories. A majority of the non-administering states in the Assembly considers that since Article 73 of the Charter contains references to the "political advancement" and the "political aspirations" of the peoples concerned, the Assembly is justified in discussing political conditions in these territories. They also contend that the broad language of Article 10, which allows the Assembly to discuss and make recommendations on any matters within the scope of the Charter, is a further justification. At the sixth session of the Assembly, a determined effort was made by some non-administering states to introduce resolutions reaffirming what these states regard as the fundamental right of the Assembly to discuss such political matters (the particular question at issue concerned conditions in Morocco). These resolutions were withdrawn only after the French Delegation, by way of protest, had walked out of the Committee of the Assembly on the grounds that the debate was "wholly unconstitutional" and the Chairman had appealed to members to deal with political questions only if they were related to economic, social or educational problems. As a result the competence of the Assembly to discuss political matters was left undecided.

It is the Canadian view that the Charter wisely distinguishes between the role of the United Nations regarding the "trust" territories and its role in regard to other "non-self-governing" territories. The first group of territories is the subject of written agreements between the United Nations and the administering powers. The latter group is, however, mentioned specifically only in Article 73 and the responsibility of the Committee established in connection with non-self-governing territories relates solely to the economic, social and educational information transmitted by the administering powers. Any attempt to extend the scope of Article 73 by the inclusion of political information would, in effect, be an attempt to amend the Charter and would require the concurrence of the administering states, which agreed to the present provisions of the article in question.

Apart from the general debate which took place at the sixth session of the Assembly on this basic problem several more specific matters were discussed. Among these were the following questions.

### **Future Work of the Committee for Information**

The Committee for Information at its 1950 session concentrated on educational problems in the non-self-governing territories and at its 1951 session on economic conditions and development. The

Assembly at its sixth session approved a work programme for the Committee in 1952 which would pay special attention to social conditions. At the next session of the Assembly a decision will have to be reached concerning the future of the Committee which was constituted in 1949 for a three-year period.

### **Territories which can be considered "Non-Self-Governing"**

At its fourth session in 1949, the General Assembly resolved that the Committee for Information make a careful examination of the factors to be taken into account in deciding whether a territory "is or is not a territory whose people have not yet attained a full measure of self-government". The Committee was unable to act on this resolution at its 1950 session but a section of its 1951 report was devoted to a preliminary examination of the problem. This part of the Committee's report was one of the most difficult subjects considered by the sixth session of the General Assembly in its discussions in regard to non-self-governing territories. After a number of delegations had expressed dissatisfaction with the failure of the Committee to reach satisfactory conclusions concerning the factors which would determine the issue, a sub-committee was appointed to give more detailed examination to the problem and to report back to the Assembly. This sub-committee was unable to bring the problem much closer to solution. It did, however, record the opinion that the essential factors, which applied to all non-self-governing territories, were (a) the degree of political advancement of the population and (b) the freely expressed opinion of the population as to the status or change of status which they desired. The sub-committee also established a more orderly listing of the relevant factors than had been produced by the Committee for Information, although it recognized that the new list could not be regarded as final or exhaustive.

It became clear during the sub-committee's discussions that the problem of "factors" contained elements of a legal and political character so complex that it would be desirable for the United Nations to carry on further studies. Accordingly, a resolution was submitted, inviting member states to submit their views on the factors to be taken into account in deciding whether a territory has attained a full measure of self-government, and appointing an *ad hoc* committee to study these views and report to the seventh session of the Assembly. This resolution was adopted by a vote of 46 (including Canada) to none, with 6 abstentions (the Soviet bloc and the Netherlands).

### **Participation of Non-Self-Governing Territories in the work of the Committee**

Some of the Specialized Agencies and regional commissions of the United Nations have made arrangements whereby representatives of non-self-governing territories, on the proposal of the administering authority concerned, may participate in these organizations either as associate members without voting rights or as observers. At the sixth session of the Assembly, a group of Asian and Latin American

states tabled a resolution recommending that the Committee for Information examine the possibility of associating the non-self-governing territories in its work in a manner similar to that in force for other United Nations agencies. This resolution was adopted by a vote of 47 in favour (including Canada), 2 against and 7 abstentions.

### **Election of Two Members to the Committee for Information**

Mexico and the Philippines retired as members of the Committee for Information at the end of 1951. Ecuador and Indonesia were elected by the Assembly at its sixth session, to replace the retiring members. The present constitution of the Committee is as follows: Australia, Belgium, Denmark, France, the Netherlands, New Zealand, the United Kingdom and the United States (administering states): Brazil, Cuba, Ecuador, Egypt, India, Indonesia, Pakistan and the Soviet Union (non-administering states).

### **South West Africa**

At the San Francisco Conference in 1945, South Africa indicated that it did not intend to place under United Nations trusteeship the territory of South West Africa which South Africa held under a League of Nations mandate. South Africa hoped instead to incorporate this territory within the Union of South Africa. After canvassing the opinions of Europeans in South West Africa and carrying out extensive soundings among the native people there, South Africa reported to the first session of the General Assembly in the autumn of 1946 that the white population of the territory was solidly in favour of incorporation while 70 per cent of the natives, out of the 81 per cent which had been consulted, supported this course. The South African Delegation consequently proposed that the General Assembly approve incorporation.

The General Assembly expressed doubt as to whether the native population properly understood the issues involved, and decided that it was unable to agree to the territory being incorporated within the Union of South Africa. Instead, it invited the South African Government to bring South West Africa within the United Nations trusteeship system. While the South African Government failed to respond to this request, it did not incorporate South West Africa into the Union of South Africa as a new province. It did, however, decide to have representatives of the territory sit in the South African Parliament as an integral part of that body.

The debates on South West Africa at the sessions of the General Assembly in 1947, 1948 and 1949 revolved around the legal issue of whether South Africa was or was not obliged to put South West Africa under United Nations trusteeship. By 1947, all other mandated territories had either become independent countries or were in the process of becoming independent, or else had been brought within the United Nations trusteeship system. The view of some 20 states was that the provisions of the Charter regarding the submission of trusteeship agreements in respect of former mandated



territories were obligatory; 11 member states, including Canada, regarded them as voluntary. The International Court of Justice was asked by the General Assembly to give an advisory opinion on the international status of South West Africa and the international obligations, if any, of South Africa in respect of the territory. The opinion handed down by the International Court in 1950<sup>1</sup> was, in brief, that South Africa was not legally obliged to bring South West Africa under the international trusteeship system. However, the Court stated that South West Africa remained a territory under international mandate; that its international status could not be modified by South Africa alone but only by South Africa acting with the consent of the United Nations; that South Africa continued to have international obligations for South West Africa under the Covenant of the League of Nations and the mandate itself; and that supervisory functions in regard to annual reports on the administration of the territory and the transmission of petitions of the inhabitants should now be exercised by the United Nations.

An *Ad Hoc* Committee on South West Africa was set up by a General Assembly resolution on December 13, 1950, with members from Denmark, Syria, Thailand, the United States and Uruguay, to find ways and means of implementing the recommendations contained in the Court's advisory opinion. The Committee was also authorized by the General Assembly to examine reports on the administration of the territory as well as petitions and other matters relating to the territory.

The Committee began negotiating with the Government of South Africa in June 1951. South Africa stated its willingness to accept the theory of accountability for South West Africa but was reluctant to admit the supervisory functions of the United Nations. It therefore submitted proposals envisaging an Instrument of Agreement on South West Africa which would be negotiated, under the authority of the United Nations, between South Africa and the three remaining members of the Principal Allied and Associated Powers of the First World War (the United States, the United Kingdom and France). The proposal also included the suggestion that the International Court of Justice should have judicial supervision where non-compliance with the terms of the agreement was alleged.

The *Ad Hoc* Committee proposed a different solution: there would be a United Nations Committee on South West Africa which would exercise the supervisory functions formerly held by the League Council, and a United Nations Commission which would examine reports on administration and petitions from the inhabitants of the territory and perform the functions assigned under the League system to the Permanent Mandates Commission. The *Ad Hoc* Committee's proposals had considerable merit and went a long way, by adhering to League of Nations procedures, towards meeting South Africa's objections to what South Africa considered to be over-zealous scrutiny of its administration by Assembly members. On the other hand, the *Ad Hoc* Committee's proposals provided machinery for the submission of reports on South West Africa to an organ of the General Assembly (the United Nations Commission on South

<sup>1</sup>See *Canada and the United Nations 1950*, p. 123.

West Africa) and thus recognized the supervisory role of the United Nations with respect to the territory. This supervisory function of the United Nations had been clearly recognized by the International Court in its advisory opinion.

The *Ad Hoc* Committee, in its report to the sixth session of the General Assembly, said that it had thoroughly examined the South African Government's proposals and had found that they were not within the Committee's terms of reference since they did not allow for a full implementation of the advisory opinion of the International Court of Justice. The Committee noted particularly that South Africa did not include in its proposals any provision for the supervision of the administration of the territory by the United Nations. The report also stated that South Africa had found the *Ad Hoc* Committee's proposals unacceptable on the ground that they would have the effect of imposing on South Africa obligations even more extensive than those implicit in the mandate system. South Africa said, for example, that the implementation of the Committee's proposals would confer certain rights in respect of South West Africa on states now members of the United Nations which had had no such rights under the League of Nations mandate. Furthermore, it affirmed that it was unable to accept that part of the Committee's proposals which called for the submission of reports on the administration of South West Africa.

When the Trusteeship Committee began considering its agenda at the beginning of the sixth session of the Assembly in the autumn of 1951, it agreed to give priority to the consideration of requests for hearings which had been received from representatives of the Herero people and other sections of the indigenous population of South West Africa. In spite of objections from South Africa, the Committee agreed, by a vote of 37 in favour, 7 against, with 7 abstentions (including Canada) to grant the hearings, and requested the South African Government to facilitate the travel of the witnesses from South West Africa to Paris. The South African Delegate argued that this resolution was illegal. The Charter of the United Nations, he said, made no provision for the right of petition except for trust territories, and South West Africa was not a trust territory; furthermore, the advisory opinion of the International Court of Justice provided that in regard to South West Africa, the procedures of the League of Nations mandate system should be followed as far as possible, and these procedures did not include the hearing of oral petitions. The Canadian Delegation was not prepared, without closer examination of the problem, to reject the South African contention that the resolution was outside the competence of the Committee; neither was it prepared to reject the opposing viewpoint that, since South Africa had shown no inclination to accept that part of the International Court's advisory opinion dealing with petitions and annual reports, the Committee was morally justified in consulting representatives from that territory as a means of obtaining more complete information on local conditions. It was for these reasons that the Canadian Delegation did not take part in the debate and abstained on the vote on the hearing of these witnesses.

After the Trusteeship Committee had decided to hear the South West African representative, the South African Delegation asked the President of the General Assembly for a review by the Assembly of the legality of the Committee's resolution. The Delegation informed the President of its withdrawal from the Committee pending this review. The President, after studying the circumstances, stated that he could find no valid reason for arranging a review by the General Assembly of the resolution already adopted by the Trusteeship Committee. The South African Delegation therefore absented itself from that Committee for the remainder of the session, and temporarily from plenary sessions of the Assembly.

Later, the Trusteeship Committee passed, by a vote of 41 in favour, none against, with 11 abstentions (including Canada), a proposal to hear the Reverend Michael Scott, an Anglican missionary who had special knowledge of conditions in South West Africa and who had appeared before the General Assembly in 1949 on behalf of the Hereros. Mr. Scott told the Committee that the South African Government had prevented the chiefs from coming to Paris to state their case. At the same time, Mr. Scott made a strong attack on South Africa's racial policy. He suggested that, since South Africa had not allowed the chiefs to come to Paris, and since he himself had been declared a prohibited immigrant and could not return to South West Africa, the United Nations might send a representative to inform the chiefs at first hand of what had taken place at the Assembly.

Two substantive resolutions on South West Africa were approved by the Trusteeship Committee during the sixth session of the Assembly. The first, introduced by Cuba, Denmark, Ecuador, Egypt, Iraq, the Philippines, Thailand and the United States and carried by a vote of 39 in favour (including Canada), 5 against, with 8 abstentions, solemnly appealed to South Africa to reconsider its position and to resume negotiations with the *Ad Hoc* Committee. It also urged South Africa to report on its administration of the territory and to transmit petitions from the South West African people to the United Nations. The resolution expressed regret that the Union of South Africa, while it was prepared to negotiate on the basis of certain articles of the mandate, had indicated its unwillingness to carry out its international obligations with regard to the supervisory role of the United Nations. Although a number of delegations hinted that they would have preferred a stronger resolution, the debate was moderate and restrained. The Canadian Delegation supported this resolution. It is the Canadian view that advisory opinions of the International Court, while not legally binding, are authoritative expressions of internationalism, and should be accepted in the interests of promoting the rule of law and enhancing the prestige of the Court.

The second resolution passed by the Trusteeship Committee reasserted that the normal way of bringing the international status of South West Africa into line with developments which had occurred since the League of Nations ceased to exist, would be to place it under the international trusteeship system. The vote on this resolution was 33 in favour, none against, with 17 abstentions (including Canada).



When the plenary session of the General Assembly took up the question of South West Africa, the South African Delegate returned to join in the debate and made a formal complaint that the Trusteeship Committee, in deciding to hear the Hereros and the Reverend Michael Scott, had acted unconstitutionally. This complaint did not, however, form part of a resolution and was not put to the vote. The two resolutions approved earlier by the Trusteeship Committee were approved by the plenary session; the first, appealing to South Africa to reconsider its position and to resume negotiations with the *Ad Hoc* Committee, by a vote of 45 in favour (including Canada), 5 against, with 8 abstentions; and the second, concerning the normal way of bringing the international status of the territory up to date, by a vote of 36 in favour, none against, with 22 abstentions (including Canada).

In March 1952, the reconstituted *Ad Hoc* Committee on South West Africa, composed of representatives from Norway, Syria, Thailand, the United States and Uruguay, invited South Africa to confer with it concerning the manner in which the recommendations contained in the advisory opinion of the International Court of Justice might be implemented. South Africa has promised to give a considered reply to this invitation in due course.

## V

## LEGAL

In the period under review the United Nations took steps in the direction of developing and codifying international law in accordance with Article 13 of the Charter. The International Law Commission prepared a draft code of offences against the peace and security of mankind and the General Assembly considered the allied question of an international definition of "aggression". A conference of 15 member states prepared a draft statute for an international criminal court. At its sixth session the Assembly debated at length the complicated question of the status of reservations to multilateral conventions, as well as a number of other legal questions of concern to the United Nations.

### Reservations to Multilateral Conventions

This important question<sup>1</sup> was the subject of a long debate during the sixth session of the General Assembly. The question was also considered in 1951 by the International Court of Justice in relation to the Genocide Convention<sup>2</sup> and, in a more general context, by the International Law Commission.

<sup>1</sup>See *Canada and the United Nations 1950*, pp. 138-139, and *External Affairs*, March 1952, pp. 111-112.

<sup>2</sup>At its Spring Session in 1952, the Canadian Parliament approved a resolution recommending that Canada ratify the Genocide Convention; the deposit of Canada's Instrument of Ratification is expected to take place later in the year.

The fifth session of the Assembly had requested the International Court to give an advisory opinion on the effect of reservations to the Genocide Convention<sup>3</sup> made under certain conditions. The Court showed, in its opinion of May 28, 1951, that it was sharply divided on the questions before it. It held, by a narrow majority of 7 to 5, that a state which had made and maintained a reservation which had been objected to by one or more of the parties to the Genocide Convention, but not by others, could be regarded as being a party to the Convention if the reservation was compatible with the object and purpose of the Convention; otherwise, that state could not be regarded as being a party to the Convention. This was a new departure in international law from the established practice of the League of Nations. Five of the members of the International Court dissented. They considered that this new rule of compatibility had no legal basis and that in the case of the Genocide Convention "the conclusion is irresistible that it is necessary to apply . . . with even greater exactitude than ever the existing rule which requires the consent of all parties to any reservation to a multilateral convention".

The Court's majority opinion went on to say that if a party to the Convention objected to a reservation which it considered to be incompatible with the object and purpose of the Convention it could consider that the reserving state was not in fact a party to the Convention. On the other hand, if a party accepted the reservation as being compatible with the object and purpose of the Genocide Convention it could consider that the reserving state was a party to it. The majority of the Court held that an objection to a reservation made by a signatory state which had not yet ratified the Convention could have no legal effect until the objecting state ratified. Until then it merely served as a notice to the other states of the eventual attitude of the signatory state. Further, an objection to a reservation made by a state which had neither signed nor acceded to the Genocide Convention was without legal effect. Thus, in the opinion of the Court, it is left to each state objecting to a reservation to decide, upon the basis of its individual appraisal of the compatibility of the reservation with the object and purpose of the Convention, whether it considers the reserving state to be a party to the Convention.

The International Law Commission had been given a broader mandate by the fifth session of the General Assembly. It was invited to examine the question of reservations to multilateral conventions, both from the point of view of codification and from that of the progressive development of international law, especially as regards multilateral conventions of which the Secretary-General was the depositary. The International Court had already handed down its opinion before the Law Commission studied the question. The Commission, therefore, was in a position to consider the Court's opinion when formulating its own views on the broader question referred to it. In its report, the Commission pointed out that its task differed from that of the Court and that, therefore, it felt at liberty to suggest a practice which states might adopt for the future.

<sup>3</sup>The Genocide Convention does not contain any article providing for reservations.

The Court, on the other hand, had given its advisory opinion on the basis of its interpretation of the existing laws. In brief, the Commission was of the opinion that the criterion of the compatibility of a reservation with the object and purpose of a multilateral convention was not suitable for application to multilateral conventions in general. The Commission suggested that organs of the United Nations, Specialized Agencies and states should, when preparing multilateral conventions, consider the insertion of provisions relating to the admissibility, or otherwise, of reservations and to the effect to be given to them. In the absence of contrary provisions in any multilateral convention, the Commission suggested a set of rules which might be followed. These were based on the universal concept that reservations are not acceptable unless agreed to by all contracting parties to a convention.

At the sixth session of the General Assembly, the Soviet bloc insisted on the sovereign right of states to become parties to conventions and to make reservations at will. Most Latin American countries favoured a system adopted previously by the Organization of American States which facilitated the making of reservations but which also prescribed that the convention would not come into force between a reserving state and an objecting state. This practice tended to split a multilateral convention into a series of bilateral agreements. Most European states and Commonwealth countries supported the recommendation of the International Law Commission as suitable for general application to most multilateral conventions. When it became clear that there would not be unanimous agreement, the Canadian Representative suggested an alternative set of rules which would have permitted acceptance of reservations by a three-fourths majority of contracting states. However, a compromise still proved impossible. As a result the Assembly made a series of recommendations. The first was that organs of the United Nations, Specialized Agencies and states should, when preparing multilateral conventions, consider the insertion of provisions relating to the admissibility or otherwise of reservations and to the effect of objections to reservations. The second recommendation was that states should be guided, in regard to the Genocide Convention, by the majority advisory opinion of the International Court referred to above, and that the Secretary-General should also make his practice conform to the Court's opinion. As regards future conventions concluded under the auspices of the United Nations, the Secretary-General was requested to continue to act as the depositary of documents containing reservations or objections without passing upon their legal effect. The Secretary-General will communicate the text of such documents to all states concerned, leaving it to each state to draw legal consequences from such communications. Thus the General Assembly did not make a specific recommendation on the future practice to be followed and consequently the problem of determining the precise legal position resulting from reservations and objections to them is likely to arise again in the future whenever the states which participate in the drafting of a convention have failed to include in the text stipulations concerning reservations.



## Definition of Aggression

At the fifth session of the General Assembly, when the item introduced by the Yugoslav Delegation, "Duties of States in the Event of the Outbreak of Hostilities",<sup>1</sup> was being discussed, the majority of delegations thought that no definition of "aggression" should be attempted without a full examination of all its implications. Indeed, many representatives were of the opinion that the determination of aggression depended upon the political appraisal of specific facts and for that reason could not be covered by a precise definition. However, the Soviet Delegation submitted a proposal embodying certain criteria by which aggression might be determined. The Soviet proposal, which contained no reference to "indirect aggression", was referred by the Assembly to the International Law Commission so that the Commission could take the proposal into consideration and formulate conclusions at the same time as it was considering the proposed draft code of offences against the peace and security of mankind.

The question of defining aggression<sup>2</sup> has arisen several times in the past, but in each instance it has been found impossible to arrive at a compromise formula to satisfy several divergent views. The International Military Tribunal, which was convened after the Second World War to try the cases of the major war criminals, had been established by a special charter which set forth the law it was to apply. The charter for this "Nuremberg Tribunal" had defined crimes against peace and in so doing had referred to the "waging of a war of aggression", but it did not define aggression, nor did the Tribunal itself attempt to do so.

The International Law Commission made a determined effort to formulate a definition which would meet with the approval of its members. It considered various abstract definitions of a general nature as well as definitions enumerating specific acts to be defined as aggressive, but in both these approaches the Commission failed to agree. As a result it finally had to report to the Assembly that it was unable to formulate a definition. Its difficulties arose not because of any political or ideological differences (the Soviet and Czechoslovak members of the Commission were not in attendance at that time), but because of the fundamental difficulty of drafting an all-inclusive definition which would cover all conceivable situations. As one of the members pointed out, methods of aggression were in a constant process of evolution. However, the Commission did decide to include, among the offences defined in the draft code of offences against the peace and security of mankind, the following paragraph:

The following acts are offences against the peace and security of mankind:

(1) Any act of aggression, including the employment by the authorities of a State of armed force against another State for any purpose other than national or collective self-defence or in pursuance of a decision or recommendation by a competent organ of the United Nations.

(2) Any threat by the authorities of a State to resort to an act of aggression against another State.

<sup>1</sup>See *Canada and the United Nations 1950*, pp. 18-19.

<sup>2</sup>See *External Affairs*, February 1952, pp. 80-82.

The debate on this subject at the sixth session of the Assembly lasted for two weeks, but it was not much more successful than the Law Commission's discussions had been. The Canadian Delegation, together with the Delegations of Belgium, the Netherlands, the United Kingdom, the United States and others, stressed the fact that the question of the definition of aggression had now become a purely political issue and that it was unrealistic to try in the present circumstances to define aggression. Several other representatives, however, particularly those from the Latin American and Arab countries, held the firm belief that a definition of aggression would contribute to assuring international peace and security. The Western powers as a result found themselves in the unfortunate position of appearing to be opposed to defining aggression while the delegations of the Soviet bloc joined with some of the Latin American and Arab countries and thus pretended to be defenders of international peace and security and of the territorial and political integrity of the small nations.

The resolution on this question which was finally approved by the General Assembly did not take any decision on defining aggression, but referred the matter to the seventh session of the Assembly to be considered at the same time as the draft code of offences against the peace and security of mankind. The Assembly resolution, however, contained a paragraph stating that a definition of aggression was "possible and desirable with a view to ensuring international peace and security and to developing an international criminal law". The Canadian Delegation and others considered that this prejudged the whole question and did not take into account the actual history of the problem. Nevertheless the Assembly accepted this recommendation by a vote of 30 to 12 (including Canada) with 8 abstentions. The Assembly also instructed the Secretary-General to submit to the seventh session "a report in which the question of defining aggression shall be thoroughly discussed in the light of the views expressed in the Sixth Committee at the sixth session of the General Assembly and which shall duly take into account the draft resolutions and amendments submitted concerning this question". It remains to be seen whether the seventh session of the Assembly will be more successful than its predecessor in defining aggression to the satisfaction of the majority of members of the United Nations.

## International Crimes and Criminal Jurisdiction

In the period under review further progress was made in the direction of defining international crimes and establishing an international criminal court.<sup>1</sup> The International Law Commission submitted a draft code of offences against the peace and security of mankind but the sixth session of the General Assembly decided to postpone consideration of it until the seventh session in 1952. At the same time an *ad hoc* committee, which had been established by the General Assembly, met in 1951 and drafted the text of a statute

<sup>1</sup>See *Canada and the United Nations 1950*, pp. 139-143.

for the proposed international criminal court. This will also be considered by the seventh session of the Assembly.

The International Law Commission first attempted to define what types of offences should be included in the code. It decided to limit them to those which contained a political element and which endangered or disturbed the maintenance of international peace and security. Thus the draft code does not include such matters as piracy, traffic in dangerous drugs, traffic in women and children, slavery and counterfeiting currency (the Assembly Committee on International Criminal Jurisdiction, which drafted the statute for the proposed international criminal court, also decided not to consider questions of this nature as coming within the terms of reference of the proposed court). Further, the Commission decided to deal with the criminal responsibility of *individuals only*. The Nuremberg Tribunal had stated in its judgment that crimes against international law are committed by men, not by abstract entities, and that only by punishing individuals who commit such crimes can the provisions of international law be enforced. The Commission also decided that it was not called upon to propose methods by which its draft code might be given binding force. It therefore refrained from drafting an instrument of implementation.

The first article of the draft code states that offences against the peace and security of mankind, as defined in the code, are crimes under international law for which the responsible individuals shall be punishable. The code then goes on to list offences of this nature. Any act of aggression, or any threat by the authorities of a state to resort to an act of aggression against another state, is to be considered an international crime, if it is committed for any purpose other than international or collective self-defence or in pursuance of a decision or recommendation of the United Nations. Likewise, the preparation by the authorities of a state for the employment of armed force against another state for any purpose other than the exception listed above is to be considered an international crime. Other crimes listed in the code include: the incursion into the territory of a state from the territory of another state of armed bands acting for a political purpose; the undertaking, encouragement or toleration by the authorities of a state of activities calculated to foment civil strife in another state, or of terrorist activities in another state; acts by the authorities of a state in violation of its obligations under a treaty which is designed to ensure international peace and security by means of restrictions or limitations on armaments, or on military training, or on fortifications; and acts resulting in the annexation, contrary to international law, of territory belonging to another state. Other acts of a different nature are separately listed in the draft code. These include those committed with intent to destroy, in whole or in part, a national, ethnical, racial or religious group. This provision was designed to cover the crime of genocide. It embodies the killing of members of one of the listed groups, causing them serious bodily or mental harm, imposing measures intended to prevent births within the group, and forcibly transferring children of the group to another group. Similarly, inhuman acts against any civilian population such as murder or extermination or enslavement or deportation or persecution of a



political, racial, religious or cultural nature, are included in the list of offences. Finally, the proposed list includes acts in violation of the laws or customs of war.

According to the provisions of the draft code the fact that a person acted as head of state, as a responsible government official, or pursuant to an order of his government, or of a superior, does not relieve him from responsibility except, in the latter case, if he did not have a "moral choice" in the matter.

The *ad hoc* committee, which the General Assembly established for the purpose of drafting a statute of an international criminal court, met in the summer of 1951 and submitted a comprehensive report to the Assembly which will be considered at its seventh session. During the course of its work a number of complicated legal problems arose. In the committee's final report it stated that its proposals were offered as a contribution to a study which, in the committee's opinion, had yet to be carried several steps forward before the problem of an international criminal jurisdiction, with all its implications of a political as well as a juridical character, was ripe for decision.

The committee made a number of recommendations which are all embodied in the draft statute appended to its report. Thus it decided, by a vote of 9 to 2, that the jurisdiction of the court in regard to nationals of a certain state should be based on the consent of that state. Similarly it was decided that no individual should be tried before the court unless its jurisdiction had been accepted by the state in which the crime was alleged to have been committed. Another important question was whether the court should be competent to try individuals only or whether it could also try legal entities. Ultimately the committee expressed itself in favour of the principle that the court should be competent to pass judgment on the penal responsibility of individuals only. As regards penalties, the committee adopted the principle that the court shall impose such penalties as it may determine subject to any limitation which may be laid down in the instrument by which jurisdiction is conferred upon the court.

The discussion which will take place on these two related questions at the seventh session of the General Assembly promises to be an extremely important one from the point of view of international criminal law. The questions raised are of great complexity and there is by no means unanimous agreement among the members of the United Nations on the issues involved, if past discussions in the Assembly and its committees are any guide for the future.

## International Court of Justice

The International Court considered several important questions, gave an advisory opinion on the effect of reservations to the Genocide Convention,<sup>1</sup> indicated interim measures of protection in Iran, and delivered judgments in the Haya de la Torre asylum case between Colombia and Peru, and in the Norwegian fisheries case. Perhaps

<sup>1</sup>See "Reservations to Multilateral Conventions", pp. 129-131 of this Section.

the most important, from Canada's point of view, was this latter judgment of December 1951 which concerned the territorial waters of Norway.

The Norwegian Government claimed that the limits of its territorial waters were four miles seaward from straight base lines connecting the outermost points of the coast and islands belonging to Norway. The United Kingdom, which had brought the matter before the Court, admitted that a four-mile rule was applicable on the Norwegian coast but maintained that the base lines should follow the sinuosities of the coast. The Court found that the method employed by Norway for the delimitation of its fisheries zone and the base lines fixed by Norway in application of this method, were not contrary to international law.

The principle that base lines should follow the line of the coast has been widely accepted by Commonwealth and European countries and by the United States and has been generally regarded as applicable to the coast of North America. Since the judgment of the Court turned largely on a finding of fact concerning the publication of Norwegian decrees and acquiescence therein by other states — in other words an historical title — it does not necessarily follow that the Norwegian system will be adopted by other states in other parts of the world, whose territorial waters may be affected by different historical factors. However, several states in Europe, the Middle East and South America, and more recently Iceland, have made claims inconsistent with the classical theory that the base lines follow the sinuosities of the coast. Accordingly, the implications of the judgment of the International Court are being studied by the appropriate Canadian authorities.

## VI

### FINANCIAL AND ADMINISTRATIVE

#### Introduction

Although this volume deals with the period from January 1, 1951 to June 30, 1952, no arbitrary time limit of this kind can be applied to budgetary questions: the calendar year is also the financial year for the United Nations and most of the Specialized Agencies. The first part of this chapter deals principally with financial and budgetary questions discussed by the General Assembly at its sixth session, November 1951 to February 1952, when its main task was to set the financial basis for the operations of the United Nations during the calendar year 1952, in the light of conditions prevailing during 1951 and trends which could be foreseen.

During 1951 the cost of participation in the United Nations and most of the Specialized Agencies continued its upward trend. There were, however, indications that the trend might be checked in 1952, the change becoming apparent in the budget estimates

for 1953. Many member states have expressed concern that costs should be growing at a time when their other financial commitments are at a high level. Reflecting these views, the General Assembly has emphasized the importance of ensuring that the activities and programmes of the various organizations are kept within manageable proportions, having regard to the resources available for them, and has recommended that member governments endeavour to stabilize the expenditures of the United Nations and the Agencies. In the Canadian view, member states can work towards these objectives by exerting their influence in debate on behalf of economy, and by exercising self-restraint in calling for the extension of United Nations activities in directions which would add substantially to present costs. Canadian delegations to meetings of the General Assembly and of the Agencies have given vigorous support to efforts to achieve greater concentration of resources on projects which deserve priority; to eliminate waste and extravagance; to improve administrative methods and techniques; and to co-ordinate programmes in order to avoid duplication of effort.

## Cost of the United Nations

It is customary, in United Nations parlance, to refer to "administrative" budgets and to the budgets of "operational" programmes. The terms themselves do not, perhaps, explain the distinction very clearly. The "administrative" budgets cover the regular activities of the United Nations and of the Specialized Agencies. The "operational" programmes are certain special programmes (Korean reconstruction, aid for Palestine refugees, technical assistance, and aid for children) undertaken by the United Nations and the Specialized Agencies, outside their regular activities. The "administrative" costs of the United Nations and Agencies are met by assessments against member states, whereas the "operational" programmes are usually financed by voluntary contributions from member states. In the following sections of this chapter, administrative and operational budgets are considered separately.

### Administrative Costs

It will be seen, from the table which appears as Appendix 6, that the United Nations and the Specialized Agencies budgeted for administrative expenditures of \$82.8 million<sup>1</sup> for 1952 as compared with \$84.1 million for 1951, or a reduction of \$1.3 million. But in 1951 there was an appropriation of \$5 million for the International Refugee Organization (IRO), which ended its official activities at the end of 1951; no corresponding appropriation was made for 1952.

<sup>1</sup>Since the United States dollar is the basic unit of account for the United Nations and most of the Agencies, all figures in this chapter and the related appendices are expressed in United States dollars unless otherwise indicated. Where payments have been made in Canadian dollars or other currencies, appropriate conversions have usually been made. In a few cases Canadian dollar amounts are shown, usually because the amounts are payments which are still to be made and the United States dollar equivalent in each instance will depend on the exchange rate prevailing on the date of payment.



Excluding IRO, the appropriations for the United Nations and Specialized Agencies rose from \$79.1 million for 1951 to \$82.8 million for 1952.

Canada's contribution to the administrative budgets of the United Nations and the Specialized Agencies will amount to \$2.67 million for 1952 as compared with \$2.56 million for 1951 (again excluding the non-recurring appropriation for IRO).

### Cost of Operational Programmes

To these administrative expenditures, which are voted in the regular budgets of the organizations, must be added the costs of the following operational programmes: (a) the United Nations Korean Reconstruction Agency (UNKRA); (b) the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWAPR); (c) the United Nations Expanded Programme of Technical Assistance; and (d) the United Nations International Children's Emergency Fund (UNICEF).

Contributions to these programmes are voluntary. Early in its sixth session in 1951 the Assembly decided to repeat a procedure adopted in 1950 and establish a Negotiating Committee which would attempt to encourage wider financial support for these important activities. The 1951 Committee consisted of representatives of the United States, the United Kingdom, France, Canada, Uruguay, Pakistan and Lebanon. At a series of special meetings held during and after the Assembly session, the Negotiating Committee consulted with member and non-member governments on the amounts they would be willing to contribute to technical assistance, Korean reconstruction, and relief for Palestine refugees.

In all these voluntary activities sponsored by the United Nations Canada has assumed its full share of responsibility. In addition to its efforts as a member of the Negotiating Committee, its financial contributions compare favourably with those of other countries.

The Negotiating Committee was able to report that by the beginning of March 1952 pledges by governments for the Korean Reconstruction Agency had reached a total of \$206 million. This included \$(Canadian)7.25 million which Canada had pledged and paid early in 1951.

The Canadian Parliament has authorized a contribution of \$(Canadian)600,000 for the activities to June 30, 1953, of UNRWAPR. The Government has also announced its intention of asking Parliament to approve a further contribution "at a later stage if other countries with responsibilities similar to those of Canada contribute in like degree and if local conditions indicate that the operations of the Agency have a good chance of success". Canadian contributions for assistance to Palestine refugees, before the latest contribution is taken into account, have totalled \$2,440,929.

For the initial 18-month period of operation ending December 31, 1951, total contributions to the United Nations Expanded Technical Assistance Programme amounted to slightly more than \$20 million, including a contribution of \$(Canadian)850,000. In the

Negotiating Committee, and subsequently at a special conference convened to secure pledges for 1952, Canada offered to match its earlier contribution provided the response of other states assured total contributions of at least \$20 million. Since total pledges fell short of the target and amounted to only slightly more than \$19 million, Canada decided that its contribution for 1952 would be \$(Canadian)750,000.

From its inception in 1947 to the spring of 1952, UNICEF received total contributions of about \$165.5 million (including \$118 million from governments, \$33 million from UNRRA surpluses and \$12 million from private donors). During 1951 Canada maintained its position as one of the most consistent supporters of the Children's Fund with a contribution of \$(Canadian)500,000. Parliament has also authorized a contribution of the same amount for 1952. This will bring total Canadian contributions to more than \$7.5 million of public funds as well as \$1.5 million of private donations.

In view of the magnitude and importance of these operational programmes, the sixth session of the General Assembly decided that their administrative costs should be given the same careful scrutiny as that applied to similar expenditures under the regular budget of the United Nations. The Assembly therefore requested the Advisory Committee on Administrative and Budgetary Questions<sup>2</sup> to review the administrative portions of the budgets of these programmes and to submit its comments to the next session of the Assembly.

### The Total Cost to Canada

How much does Canada's association with the United Nations cost the Canadian taxpayer? No simple answer can be given. Canada's share of the regular budgets of the United Nations and the Specialized Agencies has already been mentioned; it amounts to between \$2 and \$3 million a year — \$2.67 million, for example, for 1952. But this is only part of the story. Canada's contributions to the operational programmes described above is very substantial. In 1951 it reached a total of \$(Canadian)9.25 million. This figure, however, must be qualified. It included a technical assistance contribution for a period of 18 months, and by far the largest part was a contribution for Korean reconstruction which has not had to be repeated in 1952 — further contributions for Korean reconstruction will depend on developments in Korea which are not now foreseeable. To these amounts must be added the costs of preparing for and participating in international conferences under United Nations auspices, and the salaries and expenses of Canadian Government personnel in Ottawa and abroad whose time is partially or wholly devoted to United Nations matters. Finally, account must be taken of Canadian defence expenditures which are directly or indirectly related to Canada's participation in the United Nations action in Korea.

<sup>2</sup>For a description of the financial machinery of the United Nations see *Canada and the United Nations 1949*, p. 174.

## Examination of 1952 Budgets of the United Nations and Specialized Agencies

### United Nations

The estimates submitted to the sixth session of the Assembly by the Secretary-General called for expenditures during 1952 of \$46,568,300. While this amount was \$1,230,300 below the budget finally approved for 1951, a reduction was possible only because certain exceptional expenditures which appeared in the 1951 budget were not repeated in the 1952 budget. These included the cost of moving to the new headquarters in New York City and the cost of holding certain meetings away from the headquarters. The 1952 estimates actually represented an increase of 6.24 per cent over what the 1951 appropriations would have been without these non-recurrent items.

Although part of this increase reflected the general rise in prices and automatic increments in pay for staff members, large increases were also proposed for new or expanded activities — mainly for the Office of the High Commissioner for Refugees, information centres, Regional Economic Commissions, contractual printing, and the maintenance of headquarters at the new location.

The Secretary-General added to his original estimates, during the session, by submitting proposals for substantial additional expenditures, including \$1.33 million for a cost-of-living adjustment for headquarters staff, \$1 million to cover part of the increased costs of constructing the headquarters buildings, and \$327,000 for Korean service medals.

In its pre-Assembly examination of the estimates, the Advisory Committee on Administrative and Budgetary Questions had recommended reductions of \$2,035,400, or a budget for 1952 of \$44,532,900. Although the Secretary-General indicated his willingness to accept many of these proposed cuts, he told the Assembly that the adoption of the remaining recommendations of the Advisory Committee would impair the effectiveness of many important United Nations programmes.

The Fifth (Administrative and Budgetary) Committee of the Assembly, after considering the views of both the Secretary-General and the Advisory Committee, approved most of the cuts recommended by the Advisory Committee. In its report to the Assembly, the Fifth Committee expressed its confidence that these economies could be achieved “without detriment to any essential activity or service, through better organization of the work of the Secretariat, greater efficiency and versatility on the part of its staff combined with an assurance of reasonable security of tenure, and above all by the elimination of low priority and proliferal activities particularly in the economic and social fields”.

Canada took an active part in the deliberations of the Fifth Committee, whose chairman was a member of the Canadian Delegation. The Canadian Representative in the Committee urged that the resources available to the United Nations be devoted to the most



important and urgent activities. He called for careful observance of priorities, sound administrative and budgetary practices, and economies of operation wherever possible. He drew attention to evidence of diffusion of funds and effort over too many programmes and services, and recommended specific economies in the estimates.

The Canadian Delegation was particularly critical of the appropriations for the Department of Public Information. The Secretary-General had submitted estimates of \$2,677,400 for the Department itself, \$96,700 for the Geneva Information Centre, \$934,000 for other information centres, and \$300,000 for the Department's publications. In its report to the Assembly, the Advisory Committee had pointed out that these amounts constituted a considerable increase over the 1951 budget, despite the fact that the previous session of the Assembly had requested "substantial economies" in the 1952 information programme<sup>1</sup>. The Advisory Committee recommended reductions totalling \$218,400. After considerable debate, the Fifth Committee decided to recommend approval of the estimates of the Department of Public Information at this reduced figure. At the same time, a special committee of 11 members, under the Canadian chairman of the Fifth Committee, was set up to review the principles underlying the public information work of the United Nations and to give guidance to the Secretary-General for the framing of his budget estimates for 1953.

The final total of estimated expenditures for 1952, approved by the General Assembly, was \$48,096,780<sup>2</sup>. As an offset against this amount, estimated miscellaneous income of \$6,399,800 is deductible, leaving estimated net expenditures for 1952 of \$41,696,980.

Before the full amount to be contributed by member states during 1952 can be determined, supplementary appropriations for 1951, totalling \$1,126,900, must be added, and a deduction of \$113,500 must be made, representing accounting adjustments in the previous year's appropriations and income. Total assessments, therefore, amount to \$42,937,380, or \$111,960 more than 1951 assessments. Canada's share of this amount is \$1,438,402<sup>3</sup> (3.35 per cent).

### Specialized Agencies

In the Specialized Agencies, as in the United Nations, Canadian Representatives have joined in efforts to obtain greater returns from available resources. While the specific measures adopted by each agency have varied according to its particular circumstances and needs, they have been generally directed towards improved programming, more efficient management, and better co-ordination. Programmes have been critically examined for possibilities of concentrating resources on the most urgent and productive fields of endeavour; wherever possible projects of secondary importance have been eliminated. Sometimes it has been possible to reduce the

<sup>1</sup>For the discussion at the fifth session of the Assembly on expenditures on public information see *Canada and the United Nations 1950*, pp. 147-148.

<sup>2</sup>For the details of the budget finally approved by the General Assembly see Appendix 7.

<sup>3</sup>These are interim figures subject to minor adjustments to allow for final accounting entries before the end of the financial year.

number of costly meetings. Originally the major Specialized Agencies held annual meetings. Now that their more important organizational and administrative problems have been solved, the Food and Agricultural Organization (FAO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) have decided to hold their general conferences every second year. The International Civil Aviation Organization (ICAO) holds a full meeting every third year, with smaller intervening annual meetings to deal with administrative and budgetary questions. The World Health Organization (WHO) is considering biennial meetings. This increase in the interval between the sessions of the main legislative conferences of the Specialized Agencies permits important savings in time, effort, and money, both for the organizations themselves and for member governments. Similar efforts have been made to reduce the numbers of meetings of bodies subsidiary to the main legislative bodies. Other operating economies have been achieved by the Specialized Agencies through improved personnel policies, the development of services common to two or more Agencies, and closer supervision over expenditures. Particular attention has been given to the avoidance of unnecessary travel costs and other forms of administrative waste.

Canadian representatives at Agency conferences have expressed the belief that, with persistent efforts of this kind, the Agencies should be able to carry out their essential work without further budgetary increases. Although the pressure for larger programmes continues, the International Labour Organization (ILO) and the International Civil Aviation Organization (ICAO) have already decided to stabilize their 1953 budgets at the 1952 levels.

Similar views were expressed by Canadian representatives when the budgets of the Agencies were reviewed by the United Nations General Assembly. As a result of the Assembly's discussions, three resolutions were adopted stressing the need for concentration of resources and recommending new or improved procedures for achieving this objective. The Assembly also adopted a resolution recommending the establishment of a basic pattern of United Nations conferences in Geneva which would lead to the most effective use of facilities there and at headquarters in New York, and possibly to savings in the total expenditures of the United Nations and the Specialized Agencies.

## Apportionment of Expenses

During 1951 member states continued to press for more equitable sharing of the costs of administering the United Nations and its subsidiary bodies. In the United Nations Assembly and in most of the Specialized Agencies, there was a critical examination of the principles on which costs have been shared in the past and determined efforts were made to effect improvements in the scales to be applied for 1952<sup>1</sup>.

<sup>1</sup>A table showing the percentage scales of contributions from the 14 main contributors to the United Nations and to 6 of the principal Specialized Agencies appears as Appendix 8.

## United Nations

At the fifth session of the General Assembly in 1950, member states had expressed a desire for "rapid elimination of remaining maladjustments in the United Nations scale"<sup>2</sup>. In its report to the sixth session of the Assembly, the Committee on Contributions proposed changes in the rates of contributions for 1952 for 33 countries. While recognizing the desirability of the early establishment of a more stable scale of assessments, the Committee concluded that inadequate statistics from certain countries, problems of converting estimates of national income into a common currency, and the difficulties experienced by some countries in obtaining foreign exchange would make it very hard to recommend the immediate establishment of a more permanent scale. The Committee on Contributions therefore decided that it should "continue to move, step by step, in making adjustments and satisfy itself that the changes recommended are fully supported by evidence of relative capacity to pay and are in accordance with the directives of the General Assembly". Applying this principle, it recommended adjustments which would reduce apparent inequities by approximately one third during 1952. Increases were proposed for 15 countries and reduced assessments for 18.

Among the important changes recommended by the Committee was an increase in the contribution of the Soviet Union from 6.98 per cent to 9.85 per cent (a 42 per cent increase) and comparable increases in the rates for other Soviet bloc countries. In earlier scales these countries had been given special consideration because of "the temporary dislocation arising out of the Second World War". The Contributions Committee concluded that their economic recovery fully justified increases above their current contributions. The Committee also proposed a reduction (from 38.92 per cent to 36.9 per cent) in the United States assessment as a further move towards full application of the principle, enunciated in a 1948 Assembly resolution, that the largest contributor should not be assessed more than  $33\frac{1}{3}$  per cent. An increase of .05 per cent was recommended for Canada in recognition of the growth of Canada's national income.

When the recommendations of the Contributions Committee were examined by the Assembly's Fifth Committee, the representatives of the Soviet Union and Soviet bloc countries vigorously opposed the increases recommended for their countries on the grounds that their economies were not fully recovered from the effects of the war and that they were experiencing serious difficulty in obtaining the required hard currencies. At the same time, the United States Representative contended that the proposed reduction in his country's assessment did not go far enough. He called for the immediate and full implementation of the 1948 resolution which recognized that "in normal times" no country should pay more than one third of the expenses of the United Nations.

<sup>2</sup>For a description of the principles on which the apportionment of expenses is based and the history of past efforts to translate these principles into precise mathematical scales, see *Canada and the United Nations 1950*, pp. 149-152.



The Soviet contentions were not received favourably by the Fifth Committee. Most members of the Committee agreed with the view expressed by the Canadian Representative, that the assessments of these countries were disproportionately low when considered in the light of their "capacity to pay". It was the Canadian view that these assessments should be increased immediately to reflect the improvement in their economies claimed by the countries themselves. At the same time there was almost no support for any greater cut in the United States contribution than had already been recommended by the Contributions Committee. While agreeing that the principle of a ceiling, in normal times, of 33 1/3 per cent on the assessment of the largest contributor should be implemented as soon as possible, many members of the Committee contended that times were not yet "normal". A number of representatives said that their countries were not yet in a position to assume the increased burdens which would be shifted to them, if the Committee were to accept the United States proposal for immediate reduction in its assessment to 33 1/3 per cent.

In the end, the Fifth Committee rejected the demands of both the Soviet Union and the United States. The Committee, and subsequently the Assembly, finally approved a resolution adopting the scale originally recommended by the Contributions Committee. The resolution called upon the Contributions Committee to work towards full implementation of the 1948 resolution as rapidly as might be practicable. It also directed the Committee to give special consideration, in drawing up the scale for 1953, to countries with a low per capita income.

In discussions in the Fifth Committee, the Canadian Delegation stressed the importance of rapid progress towards a more equitable scale. For technical and other reasons, Canada would reluctantly accept the 1952 scale recommended by the Contributions Committee, but on the clear understanding that the Committee would work towards the removal of the remaining maladjustments, "bearing in mind the need for arriving as quickly as possible at a fully equitable scale which will also be true to the principles approved in the 1948 resolution". The Canadian Representative placed particular emphasis on the maintenance of the principle — also incorporated in the 1948 resolution — that "in normal times" the per capita contribution of any member should not exceed the per capita contribution of the member bearing the highest assessment.

Under the scale adopted for 1952, Canada was assessed 3.35 per cent of the United Nations budget as compared with 3.30 per cent for 1951.

### Specialized Agencies

Important modifications were also made during 1951 in the scales of assessment for the Specialized Agencies. Among significant changes was a reduction to 33 1/3 per cent in the United States assessments for UNESCO and WHO — the ceiling set by Congress for United States contributions to these Agencies. At the same time, the United States assessment was increased from 27 per cent to 30 per cent in FAO to bring the contribution of the United States

more closely into line with its capacity to pay. In the revised scales Canada's assessment was reduced slightly in ILO (from 4.28 to 4.03 per cent) and increased by comparable amounts in ICAO (from 4.40 to 4.53 per cent) and in FAO (from 4.11 to 4.54 per cent). The reduction in the ILO assessment was made possible by the contributions of new members including the Federal Republic of Germany. The increases in the assessments for the other Agencies were principally based on Canada's growing national income.

In discussing the scales of assessment of the Specialized Agencies, Canadian representatives continued to stress the need for fair distribution of financial burdens among all participating states. While accepting reductions in the United States contributions to UNESCO and WHO, Canadian representatives pressed for upward adjustments in the United States contributions to other Agencies, including ILO, FAO and ICAO, where the United States contributions have, for a variety of reasons, been unduly low. Canadian representatives have also objected to the present arrangements whereby Canada and a number of other countries pay more on a per capita basis than the United States in a number of the Specialized Agencies. While these inequities will be partially removed as United States contributions are adjusted, Canada has nevertheless pressed for formal introduction of the per capita principle in the Specialized Agencies. Largely as a result of Canadian efforts, the principle has been adopted in WHO and has been accepted as an "objective" in UNESCO.

## Collection of Contributions

Most member countries have been prompt in paying their contributions to the United Nations. By June 30, 1952, member states had met the whole of their financial obligations for the period to the end of 1949 and had paid 96.3 per cent and 90.63 per cent respectively towards their 1950 and 1951 assessments. They had also paid almost 23 per cent of their 1952 assessments.

Despite this generally favourable record, the continuing inability of the National Government of China to meet its financial commitments and the growing arrears of a few other members were imposing a strain on the organization's financial resources during the latter part of the period under review. Although China was able to pay all of its assessments up to and including 1949 and almost one half of its 1950 contribution, its unpaid obligations to the end of 1951 totalled more than \$3.6 million. For the same period, the arrears of all other members amounted to \$1,645,000 of which sum Argentina (with arrears of almost \$900,000) owed more than half.

The experience of the Specialized Agencies in collecting contributions has generally paralleled that of the United Nations. By far the largest proportion of arrears is owed by China and a relatively small number of slow-paying members. A special financial problem has arisen, however, in WHO, UNESCO, and ICAO, because of what are known as "inactive" members. In 1949 and 1950 the Soviet Union, eight other Cominform states, and China, formally signified their desire to withdraw from WHO and immediately stopped attending meetings and paying contributions. For constitu-

tional and other reasons, the Organization refused to recognize this withdrawal. As a result, these countries are still included in the scale of assessments and the Organization faces cumulative annual deficits of almost one sixth of its prospective income. A comparable situation exists in UNESCO, where Czechoslovakia, Hungary and Poland stopped attending meetings in 1951 and in ICAO where Poland has not attended any sessions since 1949 and Czechoslovakia stopped attending in 1950.

The United Nations and the Agencies have all sought ways to prevent arrears from reaching dangerous proportions. In the main the organizations have had to rely on urgent appeals to their members for prompt payment of contributions. In some of the Agencies, however, constitutional sanctions (suspension of voting rights or the withdrawal of various privileges) have been invoked against slow-paying members. Canadian delegations to meetings of the Assembly and the Agencies have given vigorous support to all measures designed to achieve the full and prompt payment of assessments.

## **Headquarters of the United Nations**

The permanent headquarters buildings of the United Nations in New York are nearing completion. The Secretariat Building has been in use since the summer of 1950. The Conference Building was officially opened in February 1952 and the General Assembly Building, which contains the main auditorium for plenary sessions, is scheduled for completion in time for the opening of the seventh session of the Assembly in the autumn of 1952.

When the project of constructing the new headquarters was approved in December 1947, the total cost (exclusive of land, which was donated by John D. Rockefeller Jr.) was estimated at \$65 million. To finance construction, the Assembly accepted an offer from the United States Government to provide a \$65 million interest-free loan. The loan agreement stipulated that the loan was to be repaid from the ordinary budget of the United Nations in 32 annual instalments of varying amounts. Two instalments of \$1 million have already been paid.

On December 31, 1951 the Secretary-General reported that \$57,754,880 had already been spent on planning and construction. He informed the Assembly that in spite of changes, substitutions and economies effected in the course of construction, the general rise in building costs made it impossible to complete the work and furnish the buildings within the originally estimated cost of \$65 million. He expected that a further \$3 million would be required to finish the project and he recommended that this amount be provided by the inclusion of \$1 million in the 1952 budget estimates and by the withdrawal of an amount not exceeding \$2 million from the Working Capital Fund. Any advances from working capital would be repaid out of the 1953 budget. The revised estimates submitted by the Secretary-General were carefully scrutinized by the Headquarters Advisory Committee, which consists of the representatives of 16 member countries (including Canada). The Committee reviewed the estimated further requirements in order to ensure that the



buildings could not be completed satisfactorily with the funds already provided. In the Committee, the Soviet Delegate contended that the increased cost had been due to the inefficiency and extravagance of the Secretary-General and his planning staff. The other members rejected this view, which they believed to have been motivated by political considerations. The Committee endorsed the Secretary-General's proposals.

In the Fifth Committee the Soviet Representative repeated his criticisms and submitted a counter-proposal which would have denied the Secretary-General the extra funds. After the Secretary-General had given assurances that the further funds requested would complete the project, the Fifth Committee rejected the Soviet proposal and approved the Secretary-General's request.

Not included in the main costs of construction are objects of art, furnishings and decorative materials which have been offered by governments, organizations and private individuals and accepted by the Secretary-General and a special board of advisers. Norway, Denmark and Sweden have provided decoration for the three Council Chambers. The United Kingdom has undertaken the decoration of one of the committee rooms. Other gifts have been provided by India, New Zealand, Australia, Greece and by United States school children. Canada is giving seven decorative metal doors for the north entrance of the General Assembly building. These will form the principal public entrance to the building, and it is expected that they will be in position before the opening of the seventh session of the Assembly. The doors are distinctively Canadian in materials and design.

## **Personnel Administration**

### **Permanent Staff Regulations**

The development of an international civil service, embodying (in the words of the Charter) "the highest standards of efficiency, competence, and integrity", has been the continuing concern of the United Nations and the Specialized Agencies, and of the Secretary-General and senior United Nations officials. But while it is widely recognized that a Secretariat of very high calibre has been built up in a remarkably short time, some problems — the result mainly of the organization's newness — still remain to be solved.

When the Secretariat was first recruited, the words of the Charter, quoted above, were carefully borne in mind. Time did not permit full observance of a secondary but also important criterion which the Charter laid down: "Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible". As a result, the Secretariat contained a higher percentage than was desirable of the nationals of a few of the larger member states.

Provisional staff regulations, setting forth the conditions of employment of staff members, were adopted by the General Assembly on February 13, 1946. The Assembly recognized that experience would show ways in which these regulations could be improved. It was intended that permanent staff regulations should be adopted at a later date.

Staff members were engaged under three different types of contracts: temporary-indefinite contracts, fixed-term contracts and permanent contracts. The intention was that the bulk of the staff should eventually be in permanent status. Because of the circumstances under which the initial staff had been recruited, however, and because due attention had to be paid, in the granting of permanencies, to the "principle of geographical distribution" cited above, only about one third of the staff had been granted permanent status by 1951. By far the greater part of the Secretariat was still in temporary-indefinite status, and many staff members had been in that status for a long period of time.

Meanwhile, on November 24, 1949, a United Nations Administrative Tribunal had been set up by the General Assembly, to hear cases of alleged non-observance of contracts of employment with the United Nations.

It had been intended that permanent staff regulations should be considered and adopted at the fifth session of the General Assembly in 1950. Because of the pressure of more urgent problems, the subject had to be deferred until the sixth session. In the intervening months a number of questions relating to the termination of staff contracts received widespread attention. In the late summer of 1951, the Administrative Tribunal had before it appeals of a number of staff members whose contracts had been terminated by the Secretary-General. The appeals were supported by the United Nations Staff Association and opposed by the Secretary-General. The judgments of the Administrative Tribunal contained rulings which — contrary to the position adopted by the Secretary-General — were to the effect that an employee in temporary-indefinite status was entitled to be given reasons for termination of his contract, as an element of "due process" in the bringing of an appeal against termination, and that the holder of a fixed-term contract might appeal the non-renewal of his contract if he could establish that he had been given grounds for expecting renewal.

The fact that large numbers of staff members had still failed to achieve permanency, and the feelings which had been aroused over the cases dealt with by the Administrative Tribunal, led many delegations to fear that debate on the draft permanent staff regulations at the sixth session of the Assembly would be bitter. However, in a statement made to the Assembly's Fifth (Administrative and Budgetary) Committee at the opening of debate in January 1952, the Secretary-General was able to give assurances which went a long way towards allaying the fears of staff members and reassuring the members of the Committee. He declared that it was his intention, within the next two years, to go as far as possible towards the goal of a Secretariat which would be 70 to 75 per cent in permanent status, paying due regard to the principle of geographic distribution. This would involve a thorough review of the whole staff, and would inevitably lead to the termination of a considerable number of staff contracts. It was his intention, however, to have staff representation on the body conducting the review, while the Secretariat's own appeals machinery, which includes staff representation, would be available to employees whose contracts were

terminated. Except for overriding considerations in the interests of the United Nations, it was his intention to give reasons for termination in all cases. The Secretary-General asked only the powers of termination — set forth in the draft regulations before the Committee — which would enable him to carry out the staff review he proposed.

On the draft permanent staff regulations submitted to the Committee, there was wide agreement between the Secretary-General, the Staff Association and the Advisory Committee on Administrative and Budgetary Questions. Considerable debate developed nevertheless, and particularly on the clauses in the regulations dealing with termination of appointment. Soviet bloc representatives were opposed to the granting of any wide powers of dismissal to the Secretary-General, but they did not submit specific proposals to the Committee. The main debate developed between those who supported the stand taken by the Secretary-General and a few delegations who would have granted him even more sweeping powers over the staff. In the end the regulations as supported by the Secretary-General were adopted by the affirmative votes of the overwhelming majority of the Fifth Committee, including Canada, and they were subsequently adopted without debate by the plenary session of the Assembly. The regulations will be reviewed by the Assembly after two years.

### Cost of Living Adjustment

In a report submitted to the sixth session of the General Assembly in January 1952, the Secretary-General of the United Nations requested a cost of living allowance of  $7\frac{1}{2}$  per cent of basic salaries for all headquarters staff. He contended that the allowance was necessary to offset the increased cost of living in the New York area, as shown in official surveys. He pointed out that substantial increases for this purpose had already been granted to employees by the City of New York, the State of New York and private employers. Originally the Staff Association had requested a 10 per cent increase. While the Secretary-General agreed that the staff was facing a "serious situation", he stated that he considered 10 per cent excessive. He proposed an initial increase of  $7\frac{1}{2}$  per cent with subsequent automatic adjustments to be based on variations in the cost of living index.

In its report on this question the Advisory Committee on Administrative and Budgetary Questions expressed the belief that remuneration of staff members in the intermediate and high salary levels was more than enough to absorb increases in the cost of living. The Advisory Committee recommended an allowance payable on a flat rate of 5 per cent for staff members receiving a basic salary of less than \$7,000 per year.

The United States Delegation in the Assembly's Fifth (Administrative and Budgetary) Committee proposed, as an alternative to the recommendations of the Secretary-General and the Advisory Committee, that salaries of general service personnel should be brought into line with the "best prevailing rates" in the New York area; the rate of increase for other staff members to be 5 per cent of gross salaries up to the level of \$15,000 per year.



Although most of the main contributors to the United Nations, including the United Kingdom, the U.S.S.R., Canada and the Netherlands, indicated support for the United States proposal on the grounds that it represented a reasonable compromise, a majority of the members of the Fifth Committee supported the principal part of the Secretary-General's original proposal. As a result, the Committee, and subsequently the plenary session of the Assembly, approved an immediate  $7\frac{1}{2}$  per cent increase for all staff members. A decision on automatic adjustments based on the cost of living index was, however, postponed for consideration at the seventh session of the Assembly.

## Appendix 1

### Membership of the United Nations and Important United Nations Bodies at June 30, 1952.

#### United Nations

Afghanistan	Iran
Argentina	Iraq
Australia	Israel
Belgium	Lebanon
Bolivia	Liberia
Brazil	Luxembourg
Burma	Mexico
Byelorussian	Netherlands
S.S.R.	New Zealand
Canada	Nicaragua
Chile	Norway
China	Pakistan
Colombia	Panama
Costa Rica	Paraguay
Cuba	Peru
Czechoslovakia	Philippines
Denmark	Poland
Dominican	Saudi Arabia
Republic	Sweden
Ecuador	Syria
Egypt	Thailand
El Salvador	Turkey
Ethiopia	Ukrainian S.S.R.
France	Union of South
Greece	Africa
Guatemala	U.S.S.R.
Haiti	United Kingdom
Honduras	United States
Iceland	Uruguay
India	Venezuela
Indonesia	Yemen
	Yugoslavia

#### Security Council

<i>Permanent Members</i>	<i>Non-Permanent Members</i>
China	To serve until
France	December 31, 1952:
United Kingdom	Brazil
United States	Netherlands
U.S.S.R.	Turkey
	To serve until
	December 31, 1953:
	Chile
	Greece
	Pakistan

#### Economic and Social Council

To serve until	December 31, 1952:
Canada	Mexico
Czechoslovakia	Pakistan
Iran	United States
To serve until	December 31, 1953:
Philippines	United Kingdom
Poland	Uruguay
Sweden	U.S.S.R.
To serve until	December 31, 1954:
Argentina	Cuba

Belgium  
China

Egypt  
France

#### Trusteeship Council

Administering Trust Territories:  
Australia New Zealand  
Belgium United Kingdom  
France United States  
Permanent Members of the Security  
Council Not Administering Trust  
Territories:

China U.S.S.R.  
Elective Members:  
To serve until December 31, 1952:  
El Salvador Iraq  
To serve until December 31, 1953:  
Dominican Republic Thailand

Italy, which administers the trust  
territory of Somaliland, may parti-  
cipate without vote in the Council's  
deliberations.

#### International Court of Justice

To serve until February 5, 1955:  
Alejandro Alvarez, of Chile  
Jules Basdevant, of France  
Levi Fernandes Carneiro, of Brazil  
José Gustavo Guerrero, of El Sal-  
vador  
Sir Arnold D. McNair, of the United  
Kingdom  
To serve until February 5, 1958:  
Abdel Hamid Badawi Pasha, of  
Egypt  
Hsu Mo, of China  
John E. Read, of Canada  
Bohdan Winiarski, of Poland  
Milovan Zoricic, of Yugoslavia  
To serve until February 5, 1961:  
Enrique C. Armand Ugon, of Uru-  
guay  
Green H. Hackworth, of the United  
States  
Helge Klaestad, of Norway  
Sergei Alexandrovitch Golunsky, of  
the U.S.S.R.  
Sir Benegal Narsing Rau, of India

#### Disarmament Commission

<i>Permanent Members</i>	<i>Non-Permanent Members</i>
Canada	To serve until
China	December 31, 1952:
France	Brazil
United Kingdom	Netherlands
United States	Turkey
U.S.S.R.	To serve until
	December 31, 1953:
	Chile
	Greece
	Pakistan

## Appendix 2

Principal Meetings of the United Nations and Specialized Agencies, January 1951 to June 1952, and Canadian Representation at Sessions of the General Assembly and the Economic and Social Council.

### General Assembly

*Sixth regular session*, Paris, November 6, 1951 — February 5, 1952. Representatives: Chairman: (November and December) L. B. Pearson, Secretary of State for External Affairs; (January and February) S. S. Garson, Minister of Justice; Deputy Chairman: (November and December) S. S. Garson, Minister of Justice; (January and February) J. Lesage, M.P., Parliamentary Assistant to the Secretary of State for External Affairs; Senator J. R. Hurtubisé; M. Bourget, M.P.; Mrs. R. J. Marshall, Past President of the National Council of Women.

### Economic and Social Council

*Twelfth session*, Santiago, Chile, February 20 — March 21, 1951. Representative: J. D. Kearney, Canadian Ambassador to Argentina.

*Thirteenth session*, Geneva, July 30 — September 21, 1951. Representative: J. Lesage, M.P., Parliamentary Assistant to the Secretary of State for External Affairs; Deputy Representative: J. Sinclair, M.P., Parliamentary Assistant to the Minister of Finance.

*Fourteenth session*, New York, May 20 — August 11, 1952. Representative: J. Lesage, M.P., Parliamentary Assistant to the Secretary of State for External Affairs.

### Trusteeship Council

*Eighth session*, New York, January 30 — March 16, 1951.

*Ninth session*, New York, June 5 — July 30, 1951.

*Tenth session*, New York, February 27 — April 1, 1952.

*Eleventh session*, New York, June 3 — July 24, 1952.

### Food and Agriculture Organization

*Sixth session of the Conference*, Rome, November 19 — December 6, 1951.

### International Civil Aviation Organization

*Fifth session of the Assembly*, Montreal, June 5—10, 1951.

*Sixth session of the Assembly*, Montreal, May 27 — June 12, 1952.

### International Labour Organization

*Thirty-fourth session of the Conference*, Geneva, June 6—30, 1951.

*Thirty-fifth session of the Conference*, Geneva, June 4—28, 1952.

### International Refugee Organization

*Seventh session of the General Council*, Geneva, April 9—18, 1951.

*Eighth session of the General Council*, Geneva, October 22—27, 1951.

*Ninth session of the General Council*, Geneva, February 11—15, 1952.

### International Telecommunications Union

*Sixth session of the Administrative Council*, Geneva, April 16 — May 12, 1951.

*Seventh session of the Administrative Council*, Geneva, April 21 — June 6, 1952.

### United Nations Educational, Scientific and Cultural Organization

*Sixth session of the General Conference*, Paris, June 18 — July 11, 1951.

### Universal Postal Union

*Thirteenth Universal Postal Congress*, Brussels, May 14 — July 12, 1952.

### World Health Organization

*Fourth World Health Assembly*, Geneva, May 7—25, 1951.

*Fifth World Health Assembly*, Geneva, May 5—22, 1952.

### World Meteorological Organization

*First Congress*, Paris, March 19 — April 28, 1951.

## Appendix 3

### Report by Canada on Implementation of United Nations Recommendations on Economic and Social Matters.

(This report, which describes the Canadian Government's administrative procedures for handling United Nations matters, was forwarded to the Secretary-General on July 16, 1952 by the Secretary of State for External Affairs, in response to a request from the Secretary-General.)

Ever since the United Nations was established Canada has emphasized that, because of the autonomous character of each of the Specialized Agencies and because of the differences in the membership of the United Nations and the Agencies, effective co-ordination between the programmes, budgets and administrative practices of these organizations could be achieved only if each



country took steps to ensure that its delegations to the meetings of the organizations pursued co-ordinated and mutually consistent policies. Such co-ordination on the national level is all the more necessary as the activities of the United Nations and its Agencies cover practically every aspect of the modern state's preoccupations and therefore involve, directly or indirectly, almost every department of national governments.

The essence of the Canadian system of government is the responsibility of the Cabinet to Parliament — and through Parliament to the Canadian people — for the policies of the Government on all national and international issues. Thus a study of the machinery for formulating, implementing and co-ordinating Canadian policy on United Nations matters, or indeed on any subject, must begin by emphasizing the paramount importance of the Canadian Cabinet. It is the chief instrument of co-ordination because it bears the ultimate responsibility for co-ordination. This is not to say that Cabinet alone can propose policy, or that Cabinet unaided must co-ordinate policy. Broad responsibility for proposing, interpreting, implementing, and co-ordinating policy, through procedures which are described in detail in the following paragraphs, is vested in the different government departments. The task of Cabinet is facilitated to the extent that consultation takes place and agreement is reached between interested departments before a submission to Cabinet is made. Cabinet's final responsibility, however, cannot be delegated.

As the department of the Canadian Government entrusted with the conduct of foreign policy, the Department of External Affairs has general responsibility for Canadian relations with United Nations organizations. It exercises this responsibility in close co-operation with the other departments of the Canadian Government, the specialized functions and interests of which extend into the international field.

#### Allocation of Responsibility Among Departments

In respect of the recommendations of the United Nations on economic and social matters, the Department of External Affairs performs the following general functions:

- (a) it keeps the Government informed of major developments in the United Nations and the Specialized Agencies in order to enable it to assess the situation and determine the necessary action;
- (b) it formulates, either singly or with other departments, recom-

mendations on policy for consideration by the Government;

- (c) it makes recommendations, either singly or with other departments, to the Government for Canadian representation at international conferences and for the briefing of Canadian delegations;
- (d) it consults with the foreign ministries of other governments and with the Secretary-General on United Nations matters, through Canadian missions abroad and through the Canadian Permanent Delegations to the United Nations in New York and Geneva;
- (e) it provides general guidance and political advice to other departments and government agencies having special interest in specific aspects of the work of the United Nations, and acts as an agency co-ordinating their activities.

The Department of External Affairs has primary responsibility for advising the Government on international political questions and on the international political aspects of other questions discussed at meetings of United Nations bodies. It also deals in the first instance with a number of other questions which are not the direct concern of other departments, in particular constitutional and legal questions pertaining to United Nations bodies. The Department of External Affairs is also entrusted with making recommendations to the Government concerning Canadian relations with the United Nations Educational, Scientific and Cultural Organization. There is no department in the Canadian Government responsible for educational questions: provincial governments have sole jurisdiction in this field.

The Department of External Affairs usually assumes primary responsibility for consultation with other government departments, for the preparation of recommendations on policy, and for the subsequent interpretation and presentation of policy at international meetings. However, on matters of a technical or highly specialized nature falling directly within the jurisdiction of other departments, this responsibility may be shared with, or vested in, the interested departments. For example, the Minister of Finance, as Canadian member of the Boards of Governors of the International Bank and of the International Monetary Fund, is responsible for Canadian policies in these Agencies. The special interests of other departments or agencies of the Canadian Government are reflected by their participation in the formulation and presentation of Canadian policies in respect to the following United Nations bodies:

<i>Canadian Department</i>	<i>United Nations Body</i>
Agriculture	Food and Agriculture Organization
Citizenship and Immigration	Office of the High Commissioner for Refugees
Civil Service Commission	All United Nations bodies (personnel questions)
Dominion Bureau of Statistics	Statistical Commission of the Economic and Social Council Population Commission of the Economic and Social Council
Finance	All United Nations bodies (administrative and budgetary questions) Fiscal Commission of the Economic and Social Council
Finance (in consultation with the Bank of Canada)	International Bank for Reconstruction and Development International Monetary Fund
Justice	Human Rights Commission of the Economic and Social Council <i>Ad Hoc</i> Committee on Restrictive Business Practices of the Economic and Social Council
Labour	International Labour Organization
National Defence	Disarmament Commission Collective Measures Committee United Nations Military Observers (for example, in Kashmir)
National Health and Welfare	World Health Organization United Nations International Children's Emergency Fund Social Commission of the Economic and Social Council Narcotics Commission of the Economic and Social Council
Post Office	Universal Postal Union
Transport	International Civil Aviation Organization International Telecommunications Union World Meteorological Organization Transport and Communications Commission of the Economic and Social Council

The above list is not exhaustive. It is intended merely to indicate which Canadian departments have major and continuing functions with respect to various units in the United Nations system. In some instances, however, more than one department is involved. It is obvious, for instance, that the health and social security aspects of the work of the International Labour Organization require the attention of the Department of National Health and Wel-

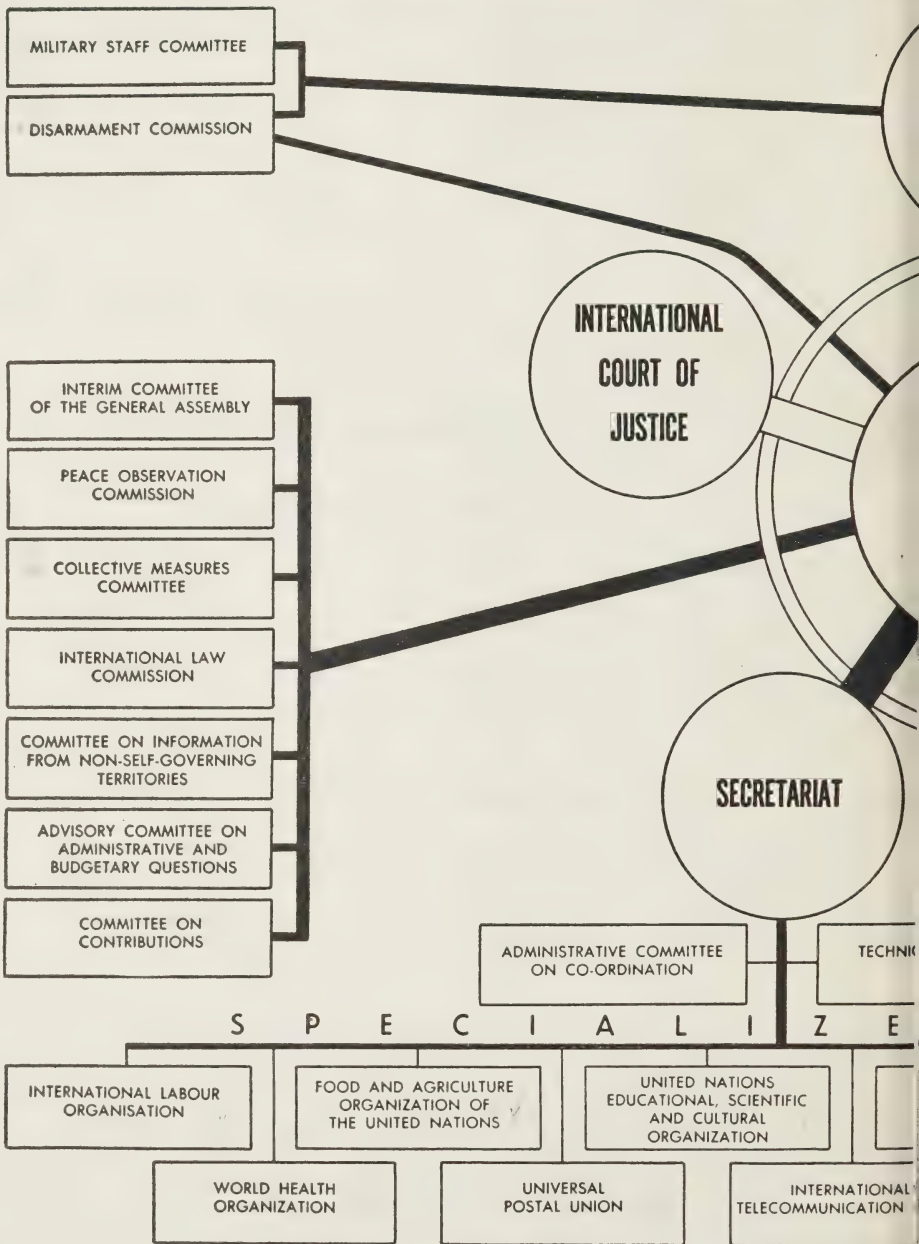
fare as well as that of the Department of Labour. Other United Nations problems are of almost equal concern to several departments. International discussions of such broad economic and political questions as the annual review of the world economic situation, full employment and the economic development of under-developed countries usually involve consideration of important policies affecting more than one department of the Canadian Govern-

**The Structure of the  
United Nations**



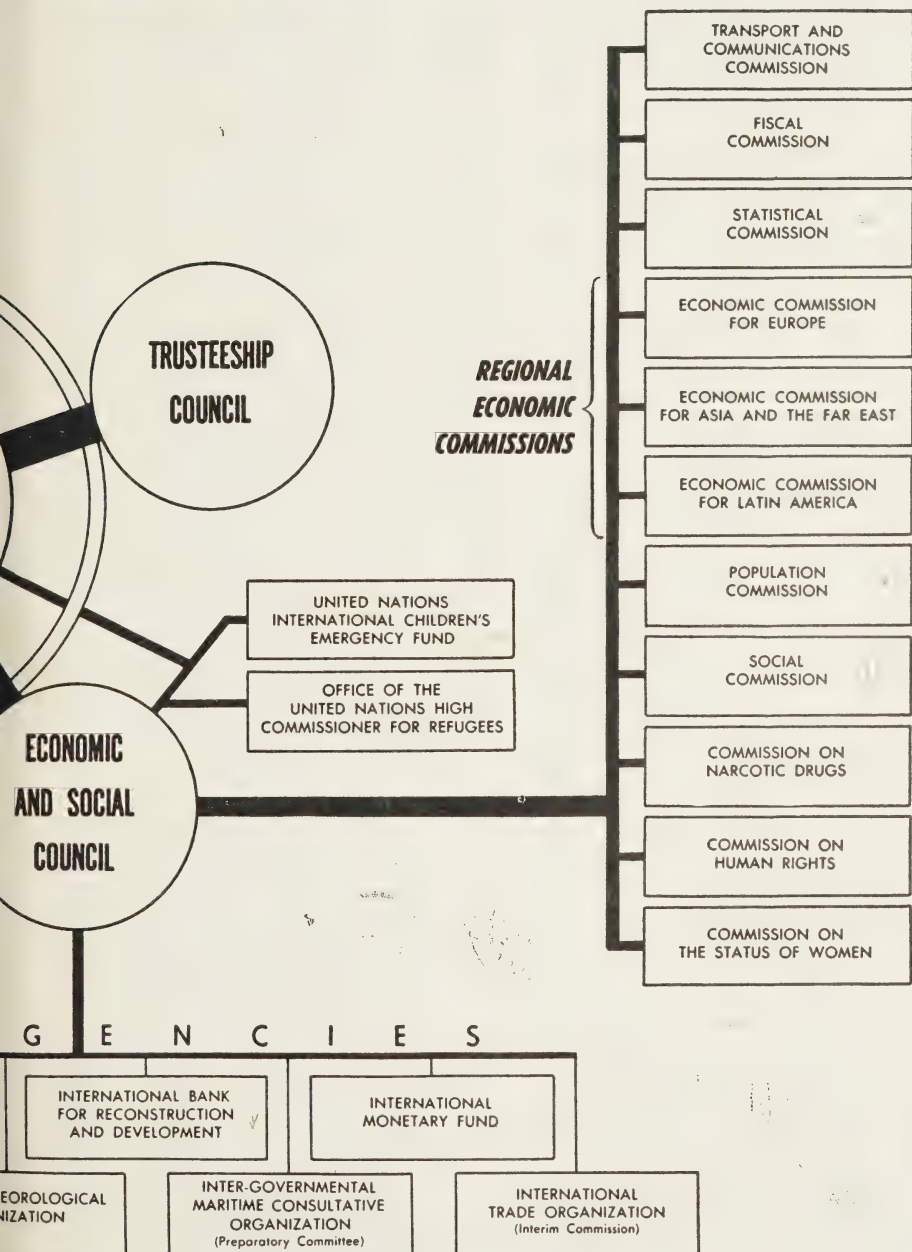
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## SUBSIDIARY BODIES



ment. It is the duty of the Department of External Affairs to bring questions of this sort to the attention of the interested departments in order to ensure that the views of those departments are taken fully into account when Canadian policies are decided upon. At the same time, the Department of External Affairs itself must provide guidance on the international political aspects of the questions.

The many United Nations subjects for which the Department of External Affairs accepts initial responsibility — and they are the majority of United Nations subjects — are assigned, for the initial preparation of policy recommendations, to appropriate divisions within the Department. The Department's divisions are either "area" divisions or "functional" divisions and each United Nations subject usually falls logically within the competence of one division. Thus, the United Nations action in Korea is a question for the American and Far Eastern Division, the question of the Greek children is the concern of the European Division, the United Nations Disarmament Commission is handled by one of the Department's two Defence Liaison Divisions, the proposal for an international development fund is dealt with by the Economic Division, the question of reservations to multilateral conventions is a matter for the Legal Division, and so on. Co-ordination in matters of policy on all United Nations questions is the primary responsibility of the United Nations Division. It keeps the area and functional divisions of the Department of External Affairs and other government departments informed on problems arising in the United Nations which are of particular interest to them. With their assistance and upon their advice, it drafts replies to communications from the Secretary-General and prepares reports requested by United Nations bodies. It compiles instructions for Canadian delegations to sessions of the General Assembly, of the Economic and Social Council, and of some of the Specialized Agencies, and it reviews, in its function as co-ordinator, the instructions for delegations to other United Nations bodies. It also prepares, for the information of Parliament and of the Canadian public, periodic reports on Canadian activities in the United Nations and the Specialized Agencies, for example, the annual publication *Canada and the United Nations*, and the section on the United Nations in the Department's monthly bulletin *External Affairs*.

The main function of the United Nations Division, therefore, is one of co-ordination rather than one of recommending policy. Nevertheless, there are several sorts of matters in which the United Nations Division itself accepts initial responsibility. These include preparations for international meetings and the selection of delegations (in co-operation with the Department's International Conferences Section), elections to United Nations bodies and the election of officers within those bodies, the constitution of the United Nations and its membership, various administrative and financial questions (in conjunction with the Department of Finance), and a wide variety of incidental short-term matters. Of the Specialized Agencies, three have been assigned directly to the United Nations Division: the World Health Organization, the International Labour Organization, and the Universal Postal Union. (Six other agencies — the Bank, the Fund, the Food and Agriculture Organization, the International Civil Aviation Organization, the International Telecommunications Union, and the World Meteorological Organization — have been assigned to the Economic Division of the Department of External Affairs, while the United Nations Educational, Scientific and Cultural Organization comes under the Information Division.)

Inter-departmental consultation is carried out in a number of ways. In addition to the usual exchange of correspondence and telephone calls, the following devices have been developed:

(a) *Ad Hoc Meetings*

These are convened at the suggestion of External Affairs, or of any other interested department, to deal with specific problems. Officials of each department dealing with those problems attend. Much use is made of this device, particularly when questions are being first explored. It has the great advantage of being flexible and capable of producing speedy action.

(b) *Inter-Departmental Committees*

These are usually established by Cabinet direction and are composed of deputy ministers or their representatives. Only a few such committees have been set up as a direct result of Canadian participation in the United Nations; an example is the Inter-Departmental Committee on the Food and Agriculture Organization. In general, however, United Nations



questions are referred whenever necessary to existing inter-departmental committees whose responsibilities are not confined to United Nations matters. Examples are the inter-departmental committees which deal with external trade, civil aviation and immigration.

(c) Inter-Departmental Group on Technical Assistance

All Canadian activities with regard to technical assistance, either under the programme of the United Nations and its Specialized Agencies, under the Colombo Programme for Technical Co-operation, or in response to direct requests from foreign governments, are co-ordinated by a Technical Co-operation Service. This Service is a part of the International Economic and Technical Co-operation Division in the Canadian Department of Trade and Commerce. The Director of the Division reports to an Inter-Departmental Group on Technical Assistance, which supervises all Canadian technical assistance activities. Members of the Group are drawn from interested government departments and its chairman is an official of the Department of External Affairs.

### Conclusion

The Canadian system for arriving at co-ordinated and mutually consistent policies in United Nations matters has two main features: responsibility and flexibility. Ultimate responsibility rests with a single body — the Canadian Cabinet — which approves and accepts responsibility for the policies which are to be advocated by Canada in United Nations bodies. Below this level, responsibility for a number of subjects is assigned to the different departments which have an interest in those subjects. Residual responsibility rests with the Department of External Affairs and, within it, with its United Nations Division, for dealing with subjects which are not the direct concern of any other department, and for ensuring that subjects which were not foreseen in the inter-departmental division of responsibility are dealt with in the appropriate place. The same department and division have primary responsibility for co-ordination of policy on all United Nations subjects, and for ensuring that all interested authorities are consulted before decisions are taken. Within this framework of responsibility, procedures have been

developed whose object is to provide the greatest possible degree of flexibility — to ensure that prompt, intelligent and consistent decisions are taken on the multitude of questions which arise as a result of Canada's association with the United Nations.

## Appendix 4

### General Assembly Resolution No. 498

(V) of February 1, 1951: Intervention of the Central People's Government of the People's Republic of China in Korea

(Vote: 44 in favour (including Canada), 7 against, 9 abstentions)

#### *The General Assembly,*

*Noting* that the Security Council, because of lack of unanimity of the permanent members, has failed to exercise its primary responsibility for the maintenance of international peace and security in regard to Chinese Communist intervention in Korea,

*Noting* that the Central People's Government of the People's Republic of China has not accepted United Nations proposals to bring about a cessation of hostilities in Korea with a view to peaceful settlement, and that its armed forces continue their invasion of Korea and their large-scale attacks upon United Nations forces there,

1. *Finds* that the Central People's Government of the People's Republic of China, by giving direct aid and assistance to those who were already committing aggression in Korea and by engaging in hostilities against United Nations forces there, has itself engaged in aggression in Korea;

2. *Calls upon* the Central People's Government of the People's Republic of China to cause its forces and nationals in Korea to cease hostilities against the United Nations forces and to withdraw from Korea;

3. *Affirms* the determination of the United Nations to continue its action in Korea to meet the aggression;

4. *Calls upon* all States and authorities to continue to lend every assistance to the United Nations action in Korea;

5. *Calls upon* all States and authorities to refrain from giving any assistance to the aggressors in Korea;

6. *Requests* a Committee composed of the members of the Collective Measures Committee as a matter of urgency to consider additional measures to be em-

ployed to meet this aggression and to report thereon to the General Assembly, it being understood that the Committee is authorized to defer its report if the Good Offices Committee referred to in the following paragraph reports satisfactory progress in its efforts;

7. *Affirms* that it continues to be the policy of the United Nations to bring about a cessation of hostilities in Korea and the achievement of United Nations objectives in Korea by peaceful means, and requests the President of the General Assembly to designate forthwith two persons who would meet with him at any suitable opportunity to use their good offices to this end.

### Appendix 5

General Assembly Resolution No. 502  
(VI), January 11, 1952:

#### Disarmament

(Vote: 42 in favour (including Canada),  
5 against, 7 abstentions)

*The General Assembly,*

*Moved* by anxiety at the general lack of confidence plaguing the world and leading to the burden of increasing armaments and the fear of war,

*Desiring* to lift from the peoples of the world this burden and this fear, and thus to liberate new energies and resources for positive programmes of reconstruction and development,

*Reaffirming* its desire that the United Nations develop an effective collective security system to maintain the peace and that the armed forces and armaments of the world be progressively reduced in accordance with the Purposes and Principles of the Charter,

*Believing* that a necessary means to this end is the development by the United Nations of comprehensive and co-ordinated plans, under international control, for the regulation, limitation and balanced reduction of all armed forces and all armaments, for the elimination of all major weapons adaptable to mass destruction, and for the effective international control of atomic energy to ensure the prohibition of atomic weapons and the use of atomic energy for peaceful purposes only,

*Recognizing* that a genuine system for disarmament must include all kinds of armed forces and armaments, must be accepted by all nations whose military resources are such that their failure to accept would endanger the system, and must include safeguards that will ensure the compliance of all such nations,

*Noting* the recommendation of the Committee of Twelve established by resolution 496 (V) that the General Assembly should establish a new commission to carry forward the tasks originally assigned to the Atomic Energy Commission and the Commission for Conventional Armaments,

1. *Establishes* under the Security Council a Disarmament Commission. This Commission shall have the same membership as the Atomic Energy Commission and the Commission for Conventional Armaments, and shall function under the rules of procedure of the Atomic Energy Commission with such modifications as the Commission shall deem necessary;

2. *Dissolves* the Atomic Energy Commission and recommends to the Security Council that it dissolve the Commission for Conventional Armaments;

3. *Directs* the Disarmament Commission to prepare proposals to be embodied in a draft treaty (or treaties) for the regulation, limitation and balanced reduction of all armed forces and all armaments, for the elimination of all major weapons adaptable to mass destruction, and for effective international control of atomic energy to ensure the prohibition of atomic weapons and the use of atomic energy for peaceful purposes only. The Commission shall be guided by the following principles:

(a) In a system of guaranteed disarmament there must be progressive disclosure and verification on a continuing basis of all armed forces — including para-military, security and police forces — and all armaments including atomic;

(b) Such verification must be based on effective international inspection to ensure the adequacy and accuracy of the information disclosed; this inspection to be carried out in accordance with the decisions of the international control organ (or organs) to be established;

(c) The Commission shall be ready to consider any proposals or plans for control that may be put forward involving either conventional armaments or atomic energy. Unless a better or no less effective system is devised, the United Nations plan for the international control of atomic energy and the prohibition of atomic weapons should continue to serve as the basis for the international control of atomic energy to ensure the prohibition of atomic weapons and the use of atomic energy for peaceful purpose only;

(d) There must be an adequate system of safeguards to ensure observance of the disarmament programme, so as

to provide for the prompt detection of violations while at the same time causing the minimum degree of interference in the internal life of each country;

(e) The treaty (or treaties) shall specifically be open to all States for signature and ratification or adherence. The treaty (or treaties) shall provide what States must become parties thereto before the treaty (or treaties) shall enter into force;

4. *Directs* the Commission, when preparing the proposals referred to in the preceding paragraph, to formulate plans for the establishment, within the framework of the Security Council, of an international control organ (or organs) to ensure the implementation of the treaty (or treaties). The functions and powers of the control organ (or organs) shall be defined in the treaty which establishes it;

5. *Directs* the Commission, in preparing the proposals referred to in paragraph 3 above, to consider from the outset plans for progressive and continuing disclosure and verification, the implementation of which is recognized as a first and indispensable step in carrying out the disarmament programme envisaged in the present resolution;

6. *Directs* the Commission, in working out plans for the regulation, limitation and balanced reduction of all armed forces and all armaments:

(a) To determine how over-all limits and restrictions on all armed forces and all armaments can be calculated and fixed;

(b) To consider methods according to which States can agree by negotiation among themselves, under the auspices of the Commission, concerning the determination of the over-all limits and restrictions referred to in sub-paragraph (a) above and the allocation within their respective national military establishments of the permitted national armed forces and armaments;

7. *Directs* the Commission to commence its work not later than thirty days from the adoption of the present resolution and to report periodically, for information, to the Security Council and to the General Assembly, or to the Members of the United Nations when the General Assembly is not in session. The Commission shall submit its first report not later than June 1, 1952;

8. *Declares* that a conference of all States should be convened to consider the proposals for a draft treaty (or treaties) prepared by the Commission as soon as the work of the Commission shall have progressed to a point where in the judgment of the Commission any part of its programme is ready for submission to governments;

9. *Requests* the Secretary-General to convene such a conference when so advised by the Commission;

10. *Requests* the Secretary-General to furnish such experts, staff and facilities as the Commission may consider necessary for the effective accomplishment of the purposes of the present resolution.



## Appendix 6

Regular Administrative Budgets of the United Nations and Specialized Agencies<sup>1</sup>  
and Annual Canadian Assessments

	Administrative Budgets				Canadian Assessments			
	1949 (Actual Expenditures)	1950	1951 (Appropriations)	1952 (Appropriations) (Gross)	1949	1950	1951	1952
Organizations	(In Thousands of United States Dollars.) <sup>2</sup>							
United Nations . . . . .	42,575	43,746	47,799	48,097	1,297	1,059	1,413	1,438
Food and Agriculture Organization . . . . .	4,654	4,505	5,025	5,525	190	225	205	237
International Civil Aviation Organization . . . . .	2,555	2,946	2,857	3,110	117	113	115	128
International Labour Organization . . . . .	5,034	5,267	6,270	6,550	188	233	241	239
International Refugee Organization . . . . .	4,798	4,500 <sup>3</sup>	5,029 <sup>4</sup>	—	153	144	80	—
International Telecommunications Union . . . . .	2,994	1,129	1,114	1,142	58	34	49	30
United Nations Educational Scientific and Cultural Organization . . . . .	7,757	7,906	8,180	8,718	298	279	307	319
Universal Postal Union . . . . .	297	302	350	336	8	9	8	9
World Health Organization . . . . .	4,397	6,152	7,300	9,078	154	221	218	260
World Meteorological Organization . . . . .	—	—	190 <sup>5</sup>	267	—	—	5	7
	75,061	76,453	84,114	82,823	2,463	2,317	2,641	2,667

<sup>1</sup>Exclusive of the International Bank for Reconstruction and Development and the International Monetary Fund, whose operations are financially self-sustaining. In comparing 1952 appropriations and assessments with those for 1951, it should be noted that the International Refugee Organization went out of existence at the end of 1951.

<sup>2</sup>Since the budgets of most organizations are expressed in United States dollars all amounts in the above table are shown in that currency for purposes of comparison.

<sup>3</sup>For year ending June 30, 1950.

<sup>4</sup>For period July 1, 1950 to December 31, 1951.

<sup>5</sup>World Meteorological Organization began operating on April 4, 1951

## Appendix 7

**Budget Appropriations for the United Nations  
for the Financial Year 1952**

Budget appropriations for 1952 are contained in two resolutions of the General Assembly, adopted on December 21, 1951 and February 4, 1952. The texts of these two resolutions are given below.

**583 (VI). Budget appropriations for the financial year 1952.**

*The General Assembly,*

*Resolves that for the financial year 1952:*

1. Appropriations totalling \$US48,096,780 are hereby voted for the following purposes:

**A. UNITED NATIONS**

		<i>Amount in Dollars US</i>
<b>PART I. Sessions of the General Assembly, the Councils, Commissions and Committees</b>		
<i>Section</i>		
1. The General Assembly, Commissions and Committees.....		1,401,500
2. The Security Council, Commissions and Committees.....		—
3. The Economic and Social Council, Commissions and Committees.....	130,300	
(a) Permanent Central Opium Board and Narcotic Drugs Supervisory Body.....	16,000	
(b) Regional Economic Commissions...	50,300	196,600
4. The Trusteeship Council, Commissions and Committees.....		50,000
<b>TOTAL, PART I.....</b>		<b>1,648,100</b>
<b>PART II. Investigations and inquiries</b>		
<i>Section</i>		
5. Investigations and inquiries.....		—
(a) United Nations Field Service.....		—
<b>TOTAL, PART II.....</b>		<b>—</b>
<b>PART III. Headquarters, New York</b>		
6. Executive Office of the Secretary-General.....	465,700	
(a) Library.....	440,000	905,700
7. Department of Security Council Affairs...		743,800
8. Military Staff Committee secretariat...		131,200
9. Technical Assistance Administration...		300,000
10. Department of Economic Affairs.....		2,167,200
11. Department of Social Affairs.....		1,605,000
12. Department for Trusteeship and Infor- mation from Non-Self-Governing Terri- tories.....		875,000
13. Department of Public Information.....		2,587,400
14. Department of Legal Affairs.....		428,000
15. Conference and General Services.....		7,275,000
16. Administrative and Financial Services...		2,800,000
17. Common staff costs.....		4,130,000
18. Common services.....		3,572,900
19. Permanent equipment.....		517,100
(a) Improvements to premises.....		91,500
<b>TOTAL, PART III.....</b>		<b>28,129,800</b>

*Amount in  
Dollars US*

PART IV. *United Nations Office at Geneva*

20. United Nations Office at Geneva (excluding direct costs, chapter III, joint secretariat of the Permanent Central Opium Board and Narcotic Drugs Supervisory Body).....	4,285,120	
Chapter III, joint secretariat of the Permanent Central Opium Board and Narcotic Drugs Supervisory Body.....	55,700	4,340,820
(a) Office of the United Nations High Commissioner for Refugees.....		500,000

TOTAL, PART IV.....

4,840,820

PART V. *Information centres*

21. Information centres (other than information services, United Nations Office at Geneva).....	892,300	
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TOTAL, PART V.....

892,300

PART VI. *Regional Economic Commissions (other than the Economic Commission for Europe)*

22. Economic Commission for Asia and the Far East.....	973,800	
23. Economic Commission for Latin America.....	734,700	

TOTAL, PART VI.....

1,708,500

PART VII. *Hospitality*

24. Hospitality.....	20,000	
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TOTAL, PART VII.....

20,000

PART VIII. *Contractual printing*

*Section*

25. Official Records (excluding chapter VI, Permanent Central Opium Board and Narcotic Drugs Supervisory Body).....	816,040	
Chapter VI, Permanent Central Opium Board and Narcotic Drugs Supervisory Body.....	8,960	825,000
26. Publications.....		850,000

TOTAL, PART VIII.....

1,675,000

PART IX. *Technical programmes*

27. Advisory social welfare functions.....	768,500	
28. Technical assistance for economic development.....	479,400	
29. Programme for training in public administration.....	145,000	

TOTAL, PART IX.....

1,392,900

PART X. *Special expenses*

30. Transfer of the assets of the League of Nations to the United Nations.....	649,500	
31. Amortization of the Headquarters construction loan.....	1,000,000	

TOTAL, PART X.....

1,649,500



## B. THE INTERNATIONAL COURT OF JUSTICE

	<i>Amount in Dollars US</i>
PART XI. <i>The International Court of Justice</i>	
32. The International Court of Justice . . . .	639,860
TOTAL, PART XI . . . . .	639,860

## C. SUPPLEMENTARY PROVISIONS

PART XII. <i>Supplementary provisions</i>	
33. Investigations, inquiries and other activities . . . . .	5,500,000
TOTAL, PART XII . . . . .	5,500,000
GRAND TOTAL . . . . .	48,096,780

2. The appropriations voted by paragraph 1 above shall be financed by contributions from Members after adjustment as provided by the Financial Regulations, subject to provision of paragraph 1 of the resolution relation to the Working Capital Fund. For this purpose, miscellaneous income for the financial year 1952 is estimated at \$US6,399,800;

3. No expenditures shall be made from the funds appropriated under part XII until the General Assembly has specifically approved them under the provision of Article 18, paragraph 2, of the Charter, except that expenditures not in excess of one-twelfth of the amounts expended in the fiscal year 1951 for investigations and inquiries and the United Nations Field Service may be expended without such authorization by the General Assembly and provided further that the appropriations in part XII shall not in any way prejudice any future decision of the General Assembly;

4. The Secretary-General is authorized:

(i) To administer as a unit the appropriations provided under section 3 (a), section 20, chapter III, and section 25, chapter VI;

(ii) With the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions, to transfer credits between sections of the budget;

5. In addition to the appropriations voted by paragraph 1 above, an amount of \$US14,000 is hereby appropriated for the purchase of books, periodicals, maps and library equipment, from the income of the Library Endowment Fund in accordance with the objects and provision of the endowment;

6. In the event that the General Assembly fails to confirm or reduces any appropriation herein voted, the Member States shall receive a proportionate credit on contributions due or a proportionate refund of contributions paid.

*357th plenary meeting,  
21 December 1951*

## 592 (VI). Authorization of expenditures for the financial year 1952

*The General Assembly*

1. *Resolves* that, in accordance with paragraph 3 of its resolution 583 (VI) adopted on 21 December 1951, expenditures totalling \$US 5,524,970 for the financial year 1952 are hereby authorized in the amounts shown for the following sections:

A. UNITED NATIONS		
<i>Section</i>		<i>Amount is Dollars US</i>
1. The General Assembly, Commissions and Committees . . . . .		42,100
3. The Economic and Social Council, Commissions and Committees . .		9,970
5. Investigations and inquiries . . . . .		2,350,300
5(a) United Nations Field Service . . . . .		510,000
16. Administrative and Financial Services . . . . .		100,000
20. United Nations Office at Geneva . . . . .		20,000
20(a) Office of the United Nations High Commissioner for Refugees . . . .		139,100
25. Official Records . . . . .		23,500
31(a) Headquarters construction costs . . . . .		1,000,000
C. SUPPLEMENTARY PROVISIONS		
34. Cost-of-living adjustment at Headquarters . . . . .		1,330,000
TOTAL . . . . .		5,524,970

2. *Authorizes* the Secretary-General:

(i) To finance the expenditures authorized by paragraph 1 above up to \$5,500,000 by transfer from section 33 (Investigations, inquiries and other activities) of the 1952 budget and for the balance, amounting to \$24,970, by transfer of credits from other sections of the 1952 budget;

(ii) To transfer credits from section 34 (Cost-of-living adjustment at Headquarters) to the various sections concerned of the 1952 budget.

*373rd plenary meeting,  
4 February 1952.*

## Appendix 8

Percentage Scales of Contributions to the United Nations and Certain Specialized Agencies  
for the Fourteen Main Contributing Countries

## FISCAL YEAR 1952

	United Nations	FAO	ICAO <sup>1</sup>	ILO	UNESCO	WHO <sup>1</sup>	WMO <sup>1</sup>
United States of America.....	36.90	30.00	24.97	25.00	33.33	33.33	12.67
United Kingdom.....	10.56	14.37	8.06	13.15	11.59	11.40	6.86
U.S.S.R.....	9.85	—	—	—	—	6.30 <sup>2</sup>	4.75
France.....	6.31	6.40	5.19	7.78	6.31	5.96	5.28
China.....	5.75	3.08	—	3.04	6.31	5.96 <sup>2</sup>	2.64
India.....	3.53	4.41	3.13	4.17	3.88	3.23	3.38
Canada.....	3.35	4.54	4.53	4.03	3.68	3.18	2.64
Australia.....	1.77	1.90	3.20	2.44	1.94	1.95	2.64
Sweden.....	1.73	2.01	2.40	2.22	1.90	2.03	2.11
Argentina.....	1.62	1.74	2.93	2.31	1.78	1.84	2.64
Brazil.....	1.62	1.45	2.73	2.36	1.78	1.84	2.64
Belgium.....	1.35	1.70	2.20	1.77	1.48	1.34	2.11
Netherlands.....	1.27	1.63	2.93	1.37	1.39	1.39	—
Union of South Africa.....	.90	.91	1.86	1.37	.99	1.11	2.11

The International Monetary Fund and the International Bank for Reconstruction and Development are omitted from the above table, since they are not financed by contributions. Also omitted are the Universal Postal Union (the members of which, for purposes of determining contributions, belong to one of six classes ranging from one unit to twenty-five units), and the International Telecommunications Union (whose members are divided into eight groups ranging from one unit to thirty units), as the method of assessment used by these organizations does not offer a basis of comparison with the scales of contributions of the other Agencies.

<sup>1</sup>These Agencies use the unit method of allocating their expenses among member states. For purposes of comparison the units have been changed to percentages.

<sup>2</sup>The U.S.S.R. and China no longer consider themselves members of WHO, but are still regarded as members by the Agency.



## Appendix 9

### United Nations Documents

Printed documents of the United Nations may be procured in Canada through the Ryerson Press, 299 Queen St. W., Toronto, Ontario (English), and Les Presses Universitaires Laval, Quebec (French). UNESCO documents may be procured from the University of Toronto Press, Toronto, Ontario (English), and Le Centre de Publications Internationales, 4234 Rue de la Roche, Montreal, P.Q. (French). Mimeographed United Nations documents are available to the general public by annual subscription from the United Nations Secretariat, New York; and to university staffs and students, teachers, libraries and non-governmental organizations from the United Nations Department of Public Information, New York.

Complete sets of United Nations documents may also be consulted at the following centres in Canada:

- University of British Columbia (English printed and mimeographed documents).
- Provincial Library of Manitoba (English printed and mimeographed documents).
- University of Toronto (English printed and mimeographed documents).
- Library of Parliament, Ottawa (English and French printed documents and English mimeographed documents).
- McGill University (English printed and mimeographed documents).
- Laval University (French printed documents).
- Dalhousie University (English printed and mimeographed documents).
- University of Montreal (French printed documents).
- Canadian Institute of International Affairs, Toronto (English printed and mimeographed documents).

## Appendix 10

### Publications of the Department of External Affairs

The following is a list of publications relating to the United Nations and the Specialized Agencies, issued by the Department of External Affairs during 1951 and 1952.

1. *Canada and the United Nations*, 1950, 190 pp.; printed; Queen's Printer, Ottawa, Canada: 50 cents. (Editions for the years 1947, 1948 and 1949 are still available from the Queen's Printer at 50 cents each.)

2. *Statements and Speeches*

Obtainable from the Information Division, Department of External Affairs, free on request.

- 51/2 Statement made in the First (Political) Committee of the United Nations General Assembly.
- 51/3 Statement made in the First (Political) Committee of the United Nations General Assembly, explaining the Canadian vote on the Arab-Asian and United States resolutions on Korea.
- 51/13 The Role of the United Nations in a Two-Power World.
- 51/21 Aspects of Canadian External Policy.
- 51/23 The Price of Peace.
- 51/32 Freedom of Information.
- 51/41 The United Nations Today and Tomorrow.
- 51/46 Canadian Statement at the General Assembly.
- 51/47 Disarmament Proposals Before the United Nations.
- 51/50 The Economic Development of Under-Developed Areas.
- 52/10 Canada and Technical Assistance to Under-Developed Countries.
- 52/27 Full Employment and Economic Stability.

3. *External Affairs*

Monthly bulletin of the Department of External Affairs. Obtainable from the Queen's Printer, Ottawa, annual subscription \$1.00 per year, students 50 cents. Each issue contains a section on current developments in the United Nations and the Specialized Agencies. In addition, special articles on subjects relating to the United Nations and Specialized Agencies appear from time to time.







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# UNITED NATIONS

1952-53



CANADA

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1953





## FOREWORD

With the signing of the armistice in Korea the United Nations has successfully met its greatest challenge. It has halted — though only after years of bitter fighting — the aggression launched against the Republic of Korea on June 25, 1950. In so doing, it has fulfilled the purpose of the collective military operation which it undertook. The people of Canada can take pride in the fact that they have shared fully in the common effort and that Canadian servicemen have been with the United Nations forces in Korea since 1950.

But just as the issue in Korea was more than a purely military issue, so the ultimate success of United Nations action there has more than a purely military importance. It is a recognition of the conviction, held by the greatest part of mankind, that unprovoked aggression must be resisted. While we must recognize that the United States, with South Korea itself, furnished by far the greatest part of the fighting strength against aggression in Korea, nevertheless the principle of collective resistance to aggression could not have been vindicated by the action of any one nation or one group of nations, however gallant; it could be vindicated only by means of a collective international decision implemented collectively. The instrument for this purpose is the United Nations, through which the peaceful and law-abiding peoples of the free world can — if they desire — unite their strength to maintain international peace and security. In Korea — imperfect as the action there may have been as a demonstration of collective action — the United Nations has given the first example in history of successful collective resistance to aggression, undertaken after an international judgment had been rendered and in support of a principle, which went beyond the necessity of immediate and territorial self-defence.

The achievement of the armistice has been the direct product of military action, but the purpose which gave that action its ultimate political significance was welded into a co-operative policy in the course of long and difficult international discussions, particularly at the seventh session of the General Assembly. It is no reflection upon this achievement, however, to remind ourselves that the conclusion of the Korean armistice does not itself mean peace; it merely gives us the opportunity to make peace. Only through a

definitive and agreed peace can we hope to bring about unification, political settlement and reconstruction in Korea and make progress towards an eventual solution of other outstanding issues in the Far East.

Though the happenings in Korea have necessarily overshadowed the other events of the past twelve months, these too have been important, both to the United Nations and to the States which compose it. The organization itself now has a new Secretary-General. Since the beginning of the Korean action, Mr. Trygve Lie had worked under a handicap of hostility and obstructionism which finally led him to resign, in the hope that a successor might be found who would be more acceptable to all the great powers. The fact that the Security Council proved able to agree on a candidate, gives us some hope that Mr. Hammarskjöld will be able to carry out his task as an international statesman and administrative head of an international civil service without encountering the crippling difficulties faced by his predecessor. He enters on his duties with well deserved regard and good will.

The colonial and racial issues which were before the seventh session of the General Assembly and were there debated for the most part in a moderate and constructive spirit, nevertheless raised fundamental and far-reaching questions regarding the boundary between those matters which are of domestic jurisdiction and those in which the United Nations is competent to intervene because, according to the convictions held by some members, they have important international implications. These are issues which, when they are further discussed, will demand the most careful consideration and will call upon all our resources of statesmanship and goodwill to resolve. They are issues which if handled and discussed in the wrong way can weaken, indeed destroy, the world organization.

We should not blind ourselves to the difficulties still existing nor to all that remains to be done for the improvement of international relations and the promotion of economic and social progress. But we may draw some confidence from many of the events reviewed in the following pages that the United Nations will yet be able to play its full part in the achievement of international peace and security.

*L B Pearson*

*Secretary of State for External Affairs.*

Ottawa,  
September, 1953.



## PREFACE

During the period dealt with in this volume of *Canada and the United Nations*, that is July 1, 1952 — June 30, 1953, the General Assembly was holding its seventh regular session. The *Rules of Procedure* prescribe the third Tuesday in September as the opening date of each session, but it was considered advisable to postpone the opening of the seventh session until October 14, 1952. On December 21, the Assembly adjourned for a Christmas recess which was prolonged until after the new administration in the United States had taken office. It reconvened on February 24, and adjourned again on April 23, reconvening on August 17 in order to consider the consequences of the armistice agreement signed in Korea on July 26 (July 27, Korean time). The seventh regular session was therefore still in progress when this volume went to the press. The Honourable L. B. Pearson, Secretary of State for External Affairs and Chairman of the Canadian Delegation to the seventh regular session, was elected President of the General Assembly on October 14 and the Honourable Paul Martin, Minister of National Health and Welfare and Vice-Chairman of Delegation was accordingly Acting Chairman for the remainder of the session.

The subjects dealt with by the various United Nations organizations and subsidiary bodies during the past twelve months have been numerous and complex and not all of them have been discussed in the present volume. Matters in which the situation has not appreciably changed have been omitted. Neither the International Trade Organization nor the Intergovernmental Maritime Consultative Organization has as yet been established, and the reader is accordingly referred to the brief notes on these agencies in the previous volume of the series.<sup>1</sup> A few other questions, such as the work of the International Law Commission, do not appear as separate articles but have been dealt with as part of certain larger topics. A check list of the principal subjects affected is given at the end of this preface.

The Security Council held 36 meetings from July 1, 1952 to June 30, 1953. Various aspects of the Council's work are dealt with under the appropriate subject headings and a summary statement by the Secretary-General of the matters of which the Council was seized on April 26, 1953 appears as Appendix IV.

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<sup>1</sup>See *Canada and the United Nations 1951-52*, p. 106 and p. 108.

The chart which appears towards the end of the volume, reprinted by the courtesy of the Office of Public Information of the United Nations, shows the principal United Nations bodies and their relationship to one another. Appendix I lists the membership of the United Nations and some of the more important United Nations bodies on June 30, 1953. Appendix II gives the dates and places of important United Nations meetings and shows the Canadian representation at the seventh session of the General Assembly. Canada's second three-year term on the Economic and Social Council expired on December 31, 1952 and there was accordingly no Canadian Delegation at the fifteenth session of the Council, held in New York March 31 to April 28, 1953. Details regarding the twelfth, thirteenth and fourteenth sessions may be found in *Canada and the United Nations 1951-52*, p. 152. Appendix VIII is a note on United Nations documents and Appendix IX lists publications of the Department of External Affairs which deal with United Nations subjects. Other appendices relate to the subjects of certain individual articles.

#### CHECK LIST OF SUBJECTS AND ARTICLES

Technical Assistance *see* Economic Development of Under-Developed Countries.

International Refugee Organization *see* Refugees.

International Law Commission *see* Codification of International Law.

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*The new Secretary-General of the United Nations,  
Mr. Dag Hammarskjöld of Sweden (right), is greeted  
on his arrival in New York by his predecessor, Mr. Trygve  
Lie of Norway.*









# I

## POLITICAL AND SECURITY

### Korea:

#### (A) The Armistice

The cease-fire negotiations which began between representatives of the opposing forces in Korea on July 10, 1951, had by the summer of 1952 resulted in the drawing up of a draft armistice agreement complete except for the provisions relating to the disposition of prisoners of war.<sup>1</sup> On this issue there was deadlock. The United Nations negotiators held fast to the basic position that they would not accept an obligation to force North Korean and Chinese prisoners in their hands to accept repatriation against their will, while the communist negotiators would not agree that prisoners were free to refuse to return to their own countries if they so wished. Finally, on September 28, General Harrison, on behalf of the United Nations Command (UNC), offered three new alternative proposals each of which, although designed to break the deadlock on the question, preserved the principle that there should be no forcible repatriation. The first was that all prisoners from both sides would be delivered to a demilitarized zone and there given the choice either of going home or returning to the side on which they were detained. The second and third alternatives both provided that all prisoners willing to go home would be exchanged at once, the remainder would be taken in small groups to the demilitarized zone and there freed from military control. Under the second alternative they would then be interviewed by neutral representatives agreed upon by both sides and thereafter be free to go to the side of their choice. Under the third alternative they would be permitted to go to the side of their choice without interviewing or screening. Any one of these procedures could, if desired, be supervised by the International Red Cross, by joint Red Cross teams, or by military observers from both sides.

On October 8, 1952, the communist negotiators rejected these proposals and introduced counter-proposals which reflected no change in their position that, in accordance with the Geneva Convention of 1949 as they interpreted it, all prisoners of war should be repatriated and that no prisoner might renounce his right to be repatriated. Thereupon General Harrison informed them that the United Nations Command did not wish any further meetings until they were ready to accept the UNC proposals, or until they made in writing constructive proposals of their own. Thus the armistice negotiations were in recess when the seventh session of the United Nations General Assembly convened on October 14.

Very early in the session it was agreed that the Korean question should be given priority in discussion. On October 23 debate on the problem began in the First Political Committee of the Assembly,

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<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 1-7.

which in spite of Soviet objections invited the Republic of Korea (South Korea) to send a representative who would participate as an observer in the Committee's consideration of the question. The Committee also rejected a Soviet proposal that the North Korean regime be invited to send an observer. Canada voted with the majority in both cases.

Four resolutions came before the Committee for consideration. The first, co-sponsored by twenty-one delegations, including the Canadian, commended the efforts already made by the negotiators and called upon the Peking and North Korean authorities to agree to an armistice which would recognize the right of all prisoners of war to an unrestricted opportunity to be repatriated and would avoid the use of force in their repatriation. Two resolutions submitted respectively by the Mexican and Peruvian Delegations, which dealt with special aspects of the issue, were also based on the principle of voluntary repatriation. The Soviet Delegation, after rejecting the twenty-one power resolution on the grounds that it would lead to an extension of the war, and that "no forcible repatriation" amounted to "forcible detention," introduced a resolution providing for the establishment of a commission "for the peaceful settlement of the Korean question." As finally revised, it called for an immediate cease-fire and referred "the question of the complete repatriation of prisoners of war" to the proposed commission, to be composed of eleven states, four of them communist. Decisions in the Commission were to be by a two-thirds majority; thus the communist group would have been able to block any action if it so wished.

It became apparent during debate that none of these four resolutions was likely to receive a large majority, and on November 19 Mr. Krishna Menon of the Indian Delegation introduced a new resolution, explaining that its object was to bridge the two conflicting points of view which had appeared in the course of discussion. Thus it proposed that the repatriation of prisoners should be effected in accordance with the Geneva Convention of 1949 and that force should not be used either to prevent or to carry out the return of prisoners to their homelands.

This resolution, which the Canadian Delegation supported from the beginning, was clarified by amendment during a long debate and attracted growing support. The Soviet Representative, however, declared it unacceptable and later tabled amendments which would have made it virtually the same as the Soviet proposal. The Committee rejected these amendments, adopted the Indian resolution as otherwise amended and rejected the Soviet resolution. The other resolutions submitted by non-communist states were not formally withdrawn, but consideration of them was suspended by agreement. On December 3, 1952 the Assembly adopted the Indian resolution, as further clarified by the sponsor, by a vote of 54 in favour (including Canada) 5 against (the Soviet bloc) and one abstention (Nationalist China), rejecting the Soviet amendment and the Soviet resolution which had both been re-introduced, the latter by a vote of 40 against (including Canada), 5 in favour (the Soviet bloc), and 11 abstentions, four delegations being absent.



The text of the resolution adopted by the Assembly appears as Appendix III. It provided that after both sides had agreed to repatriation based on the principles of the resolution, a Repatriation Commission should be set up to which all prisoners of war would be released. The Commission would arrange for their repatriation in accordance with the Geneva Convention. The question of the disposition of those who did not wish to return home was to be referred to the political conference which the draft armistice agreement drawn up by the negotiators at Panmunjom recommended should be called, and if after 30 days the conference was unable to agree, the responsibility for the care, maintenance and final disposition of the remaining prisoners was to be transferred to the United Nations.

When transmitting the text of this resolution to the Foreign Ministers of the People's Republic of China and the North Korean regime, the President of the General Assembly in his covering message emphasized the wide agreement reached by the General Assembly and appealed to both Ministers to accept these proposals of the United Nations as forming a just and reasonable basis for an agreement which would serve to bring about a constructive and durable peace in Korea. The Minister of Foreign Affairs in the Peking Government, Chou En-lai, and later the Foreign Minister of North Korea, rejected the resolution as a basis for negotiations. Both replies called for the realization of a complete armistice as the first step and asked that the question of the "total repatriation of prisoners of war" be then referred to the commission proposed in the Soviet resolution which had been rejected.

The Assembly's consideration of the prisoner of war problem at the pre-Christmas part of its session thus did not bring about an immediate settlement of the principal question which was blocking the conclusion of an armistice in Korea. It did, however, afford an impressive demonstration of the solidarity of the non-communist members of the United Nations on the issue and played its part in the later developments in the armistice negotiations.

One further question relating to Korea was discussed by the Assembly before Christmas. Riots had occurred on December 14 among prisoners in United Nations hands on the Island of Pongam and in their suppression prisoners had been killed. On December 21, one day before the intended adjournment, the Soviet Delegation claimed that this incident amounted to "the mass murder of Korean and Chinese prisoners of war" and asked for an urgent meeting to discuss it. The request having been granted, the Soviet Delegate introduced a resolution which condemned the "inhuman butchery" committed by the United States military authorities. The Assembly rejected this resolution by a vote of 45 to 5 (the Soviet bloc) with 10 abstentions (African and Asian states).

Discussion of the Korean problem at the resumed session which began on February 24, 1953, at first led to no progress. The large majority of the Assembly continued to support the proposals contained in the Indian resolution. The Acting Chairman of the Canadian Delegation expressed the hope that if the Soviet Representative had anything to propose that was not contrary to the principles of the Assembly resolution, he would do so, but the only response was a reiteration of the Soviet proposal which had been

rejected before Christmas. Debate was resumed later with more encouraging results, but in the meantime the centre of interest shifted to Korea.

The Geneva Convention of 1949 provides that, independent of any question of general exchange, prisoners of war who have been wounded or are seriously sick may be exchanged even during the continuance of hostilities. The United Nations negotiators had repeatedly proposed at the armistice talks that action be taken to implement the humanitarian clauses of the Convention, but the communist representatives had not favoured the suggestion. On February 22, 1953, General Mark Clark, the United Nations Commander, informed the Chinese and North Korean Commanders by letter that his Command remained ready "immediately to repatriate those seriously sick and seriously wounded captured personnel who are fit to travel in accordance with the provisions of Article 109 of the Geneva Convention." Article 109 provided *inter alia* that no sick or injured prisoner of war eligible for repatriation might be repatriated against his will during hostilities.

On March 28, 1953, the Communist Commanders informed General Clark that they agreed with his proposal and suggested that, since the settlement of the question of exchanging sick and injured prisoners of war of both sides should be made to lead to the settlement of the entire problem of prisoners of war, the armistice negotiations ought to be resumed immediately. General Clark replied that the United Nations Command would be willing to proceed at once with arrangements for the repatriation of the sick and wounded and that, if agreement were reached on this matter, would also be prepared to take up, as the second order of business, the question of resuming full armistice discussions.

On March 30, Chou En-lai made an important statement on the prisoner of war question the heart of which was his proposal "that both parties to the negotiations should undertake to repatriate immediately after the cessation of hostilities all those prisoners of war in their custody who insist upon repatriation and to hand over the remaining prisoners of war to a neutral state so as to insure a just solution to the question of their repatriation." His statement also provided that while prisoners were in the custody of the neutral state, representatives of the countries of their origin should be given the opportunity to make "explanations" to them. The President of the Assembly, when he distributed this statement to representatives of member governments, expressed his hope that it might provide a basis for peace in Korea.

The agreement for the repatriation of sick and wounded prisoners was signed at Panmunjom on April 11 and the exchange of these prisoners took place between April 20 and May 3. On April 16, the United Nations Command agreed to resume full armistice negotiations.

In New York a new development occurred at the General Assembly. A resolution was introduced by Brazil on April 14 expressing the hope that further negotiations in Panmunjom "will result in achieving an early armistice in Korea consistent with United Nations principles and objectives" and requesting "the President of the General Assembly to re-convene the present Session

to resume consideration of the Korean question (a) upon notification by the Unified Command to the Security Council of the signing of an armistice agreement in Korea; or (b) when, in the view of a majority of Members, other developments in Korea require consideration of this question." The states of the Soviet bloc voted in favour of this resolution both in the Committee and in plenary session, and it was accordingly adopted unanimously —the first time for many years that this has happened on a major political issue at the United Nations. Five days later the Assembly recessed.

The resumed armistice negotiations at Panmunjom continued with new hope of success. Two main points of disagreement emerged — the question of what country should be the "neutral state" referred to in Chou En-lai's proposal, and the procedure to be followed in disposing of those prisoners who did not wish to be repatriated. After over a month of negotiation the United Nations Command on May 25 presented further proposals. These proposals, which the Canadian Government fully supported as a basis for negotiations, led, after further consideration, to the initialling of an agreement on the repatriation of prisoners by the two sides at a meeting on June 7 (June 8 Korean time).

In essence the agreement reached on June 7 closely followed the main provisions of the General Assembly's resolution of December 3, 1952. Within two months after the armistice agreement became effective both sides would hand over in groups all those prisoners in their custody, who insisted on repatriation, to the side to which they belonged at the time of capture. Both sides also agreed to hand over within 60 days of an armistice those prisoners who had not exercised their right of repatriation, to a Neutral Nations Repatriation Commission. Poland, Czechoslovakia, Sweden, Switzerland and India were to be asked to serve on this Commission (and later agreed to do so). India would be chairman of the Commission with casting vote and, as its executive agent, would provide "exclusively" the armed forces and any other operating personnel required to assist the Commission to carry out its duties. While in the custody of the Commission any prisoner might apply for repatriation and have his request granted. Ninety days after the prisoners had been transferred to the Commission, the question of the disposition of those who had not been repatriated would be submitted to the political conference provided for in the draft armistice agreement which would endeavour to settle the question within 30 days, during which time the Commission would continue to retain custody of such prisoners. Those who after 90 days had not elected repatriation and for whom, after a further 30 days, no other disposition had been agreed upon by the political conference, would be released by the Commission "from prisoner of war status to civilian status". After release, according to the application of each individual, those who elected to go to neutral nations would be assisted by the Commission and by the Red Cross Society of India. This operation was to be completed within 30 days and the Commission then dissolved. After such dissolution, whenever and wherever any of these civilians who had been released from their prisoner of war status desired to be returned to their fatherlands, the authorities of the localities where they then were would be responsible for assisting them. The understanding regarding pri-



soners of war which was thus reached, was duly incorporated in the existing draft armistice agreement.

While the negotiators at Panmunjom were reaching agreement on the prisoner of war problem the government of the Republic of Korea expressed with increasing violence its opposition to the conclusion of an armistice which would leave the peninsula still divided. In a statement released in Washington on June 5, President Syngman Rhee termed unacceptable the United Nations Command proposals of May 25 which later became the basis for the agreement on the repatriation of prisoners of war. In spite of a letter to him from President Eisenhower stating that the acceptance of an armistice was required of the United Nations and of Korea, President Rhee did not retreat from his position and indeed supplemented his words with action when he connived at the release by South Korean army guards, between midnight and dawn June 18, of approximately 25,000 North Korean prisoners who had refused to be repatriated. He did this on his own responsibility even though the armed forces of his Government had on July 15, 1950, been placed by his voluntary act under the "command authority" of the United Nations Commander, and even though he had given General Clark assurances that he would take no unilateral action relating to an armistice without consultation.

The United Nations negotiators immediately informed the other side of what had occurred. At the meeting of June 20, the communist negotiators delivered a letter of protest. This letter posed three questions. Was the United Nations able to control the South Korean Government and army? If not, did the armistice in Korea include the Government of South Korea? If that Government were not included, what assurance was there for implementation of the provisions of the armistice by South Korea? The letter stated that the United Nations Command must be responsible for the immediate recovery of the escaped prisoners and must give assurances that similar incidents would not occur in future.

On June 23, the President of the General Assembly cabled President Rhee expressing his shock at the latter's unilateral action, which had violated both the repatriation agreement and President Rhee's undertaking to place the Korean armed forces under the "command authority" of the UNC. The President of the Assembly pointed out the gravity of the situation and expressed his hope that President Rhee would co-operate with the United Nations Command "in its continuing determined efforts to obtain an early and honourable armistice."

General Clark replied on June 29 to the communist negotiators, pointing out that the proposed armistice was a military agreement between the military commanders, and that the UNC did not exercise authority over the Republic of Korea, though it did command the Korean army. He assured them that the UNC would make every effort to secure the co-operation of the Government of Korea and would continue its attempts to recover the escaped prisoners of war, though it would be unrealistic to imply that any large number could be recaptured.

Meanwhile, Walter S. Robertson, United States Assistant Secretary of State, was conferring with President Rhee as the personal

representative of President Eisenhower and Secretary Dulles in the hope of persuading him to adopt a more favourable attitude towards the armistice proposals. As a result of the meetings the UNC was able to inform the communists that the Government of Korea had given the necessary assurances not to obstruct the implementation of the armistice agreement. On July 19 at Panmunjom the communists accepted these assurances. The commanders then agreed to the designation of areas in the proposed demilitarized zone where prisoners not directly repatriated would be turned over to the custody of the Neutral Nations Repatriation Commission.

The Korean Armistice Agreement was signed on July 27 (Korean time) and the cease-fire took effect 12 hours later.

Under the Agreement, a military demarcation line was fixed from which both sides would withdraw two kilometers to prevent the occurrence of incidents. It generally followed the line of battle and was near the 38th parallel. Neither side might reinforce its establishment in Korea, but provision was made for the maintenance of existing manpower and *matériel*.

The Agreement established a Military Armistice Commission of five senior officers from each side and a Neutral Nations Supervisory Commission composed of two senior officers appointed by Sweden and Switzerland and two by Poland and Czechoslovakia. "Neutral nations" were defined as those nations whose combatant forces have not participated in the hostilities in Korea. The Military Armistice Commission, which was to be assisted by ten Joint Observer Teams, had the general mission of supervising the implementation of the Agreement and negotiating settlement of any violations. The functions of the Neutral Nations Supervisory Commission (which was provided with twenty Neutral Nations inspection teams under its sole control) included inspection and supervision of the permitted replacements of men and *matériel* and the investigation at the request of the Military Armistice Commission of reported truce violations outside the demilitarized zone.

Machinery was established to co-ordinate the plans for repatriating prisoners of war, Joint Red Cross Teams were provided for to oversee the welfare of prisoners, and displaced civilians who wished to return to their pre-war homes across the demarcation line were to be assisted to do so.

Finally the commanders agreed to recommend to the governments concerned on both sides "that, within three months after the Armistice Agreement is signed and becomes effective a political conference of a higher level of both sides be held by representatives appointed respectively to settle through negotiation the questions of the withdrawal of all foreign forces from Korea, the peaceful settlement of the Korean question, etc."

The President of the General Assembly, in a statement delivered when the armistice was signed, termed it the first step toward a peaceful settlement in Korea. He said the next step was "to call the United Nations General Assembly back into session to prepare the way for calling the political conference recommended in the armistice terms" and announced that the Assembly would reconvene in New York on August 17.

## **Korea:**

### **(B) The Canadian Military Contribution**

Ten days after the outbreak of the Korean War, three Canadian destroyers sailed from Canada for Korean waters. Since then, three Canadian destroyers have been operating constantly in the Far East. Eight destroyers have had from one to three tours of duty ranging from six months to a year. In all, 4,350 officers and men of the Royal Canadian Navy have served in the Korean war theatre.

The 25th Canadian Infantry Brigade Group has served continuously in Korea as part of the First (Commonwealth) Division, United Nations forces. The Brigade Group has been maintained at strength with all supporting units and comprises the third largest national force contributed to the United Nations Command from outside Korea. Approximately 22,350 Army personnel have seen service in the Far East in connection with the United Nations operations in Korea.

Since July 29, 1950, No. 426 R.C.A.F. Transport Squadron and Canadian Pacific Airlines aircraft under charter to the Government have made approximately 1,000 return Pacific crossings without loss or injury.

The Canadian Army suffered 1,554 casualties including eight officers and 249 men killed in action, and three officers and 35 men died of wounds. The Royal Canadian Navy's casualties were one officer and two men killed in action, three men drowned, and seven men wounded. One R.C.A.F. fighter pilot serving with the United States Air Force was reported missing in action.

## **Palestine**

The United Nations continued to be actively concerned with: (a) the observance of armistice agreements between Israel and its neighbours, valid until the peace settlement but not prejudicing that settlement; (b) encouragement of the peace settlement itself, and (c) amelioration of conditions under which Palestine Arab refugees are living.<sup>1</sup>

### **Observance of the armistice agreements**

There were no serious difficulties along the armistice line between Israel and Lebanon in 1952-53. The Security Council was apprised of trouble, however, in the demilitarized zone between Israel and Syria. Here Israel was charged with continued violation of the Security Council's resolution of May 18, 1951 and the United Nations chairman of the mixed armistice commission was prevented from discharging his duties. Along the armistice line between Israel and Egypt co-operation improved after the Egyptian revolution, but there was mutual interference with Mediterranean shipping and Israel protested the continued violation of the Security Council's resolution of September 1, 1951 concerning non-interference with cargoes for Israel through the Suez Canal.

<sup>1</sup>See below, Section II, p. .



Infiltration, smuggling and marauding in Israel by Arab refugees congregated in Jordan and by Jordanian villagers whom the armistice line had separated from their lands increased after Israel denounced, in mid-January 1953, a local commanders' agreement which had helped to check illegal border-crossing. Murders and acts of serious sabotage in Israel were followed by retaliatory attacks on Jordanian territory by Israeli armed forces. Diplomatic representations by the United States and United Kingdom helped to reduce the tension slightly. After an outbreak of shooting in Jerusalem on April 22, General Riley resigned as chief of the Security Council's supervision staff in Palestine, but remained until June when his successor, General Vagn Bennike of Denmark, arrived. On June 8 a new local commanders' agreement was concluded. High-level talks on June 29 resulted in an agreement that Israel would give more prompt information about infiltrators, of which Jordan would try to make effective use.

### Efforts to facilitate a peace settlement

Arab states asked the General Assembly to discuss at its seventh session the work of the Palestine Conciliation Commission in the light of United Nations resolutions. They maintained that Israel, which owed its existence to the Assembly's partition resolution of November 29, 1947, had seized considerable territory beyond the partition lines and had disregarded the Assembly's resolutions on repatriation and compensation of refugees. A peace settlement, the Arabs insisted, could be negotiated only if Israel would accept the Assembly's resolutions on partition and refugees.

Israel sponsored an item on the agenda referring to "violation by Arab States of their obligations under the Charter, United Nations resolutions and specific provisions of the General Armistice Agreements," including hostile practices and failure to seek peace with Israel. It ultimately withdrew, however, the agenda item on this subject. The Israeli Representative invited the Arabs to enter into early, direct, and untrammelled negotiations for the security of the area and to develop fruitful co-operation with Israel in every field of modern endeavour. He intimated that although local adjustments of the armistice lines would be acceptable to Israel it would not retreat from its present general position. Arab refugees could be quickly absorbed by the Arab states, he suggested, if the latter treated them as generously as Israel treated Jewish refugees.

In the *Ad Hoc* Political Committee a draft resolution was sponsored jointly by Canada, Cuba, Denmark, Ecuador, the Netherlands, Norway, Panama and Uruguay, which in its final form recalled existing resolutions of the Assembly and Security Council and reaffirmed that the governments concerned have primary responsibility for reaching a settlement of issues relating to Palestine. It urged them to enter at an early date into direct negotiations, adding as a result of Latin American amendments that the negotiations should be without prejudice to their respective rights and

claims, bearing in mind the resolutions and principal objectives of the United Nations relating to Palestine, including religious interests of third parties. It also asked the Conciliation Commission to be available to aid the negotiations if so desired, adding—to meet Asian arguments—that it should continue the work entrusted to it under Assembly resolutions.

In supporting this draft resolution the Canadian Representative recalled the Conciliation Commission's view that harmony could be restored only by a compromise in which Israel would do its best to counteract the dislocations caused by its own establishment among the Arabs and the latter would try to adapt themselves to the new state of affairs. Canada realized that the genuine peace negotiations the sponsors advocated might prove extremely difficult for both parties, but suggested that a request from the Assembly might facilitate matters.

The Arabs insisted that it was not enough for negotiators to "recall" and to "bear in mind" United Nations resolutions; these must be "reaffirmed" and used as "a basis for" a settlement. Israel, on the contrary, insisted on "unconditional" negotiations. Four Asian states submitted an unsuccessful draft resolution which said nothing about negotiations but reaffirmed the Assembly's resolution of January 26, 1952.<sup>1</sup> A Syrian proposal that advisory opinions relating to refugees be sought from the International Court of Justice was also defeated. On December 11 the 8-power draft resolution was approved in committee by more than a two-thirds majority, but failed of adoption in plenary meeting on December 18 when support was reduced to a simple majority (24 in favour, including Canada, 21 against and 5 abstentions). The defeat of the proposal for direct negotiations was brought about by a last-minute dual amendment offered by the Philippines in aid of the Arabs, asking that the negotiations should be "on the basis of" United Nations resolutions and referring specifically to the internationalization of Jerusalem. Canada voted against the first part of the amendment and abstained on the second, on the ground that effective international supervision of the Holy Places, which Canada supports, has not been possible on the basis of territorial internationalization. Neither part of the dual amendment received two-thirds majority support. Several Latin American states which had formerly supported the 8-power resolution abstained in the final vote because the reference to Jerusalem had not been adopted.

The Arabs were gratified that the Assembly failed to recommend direct negotiations on the basis suggested. The Representative of Israel interpreted the vote to mean that the Arab states and Israel were now left confronting each other under the terms of the Charter, with no Assembly resolution to serve as a directive. The Conciliation Commission, however, decided on January 28, 1953, that it was bound to continue its work under the Assembly resolution of January 26, 1952 and continued to work for the release of frozen refugee assets in Israeli banks.

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<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 31-34.

## The Question of Race Conflict in South Africa

At the request of 13 Arab and Asian states, the question of race conflict in South Africa resulting from the policies of *apartheid* of the Government of the Union of South Africa was placed on the agenda of the seventh session of the General Assembly. Its inclusion was unsuccessfully opposed by the South African Delegate on the grounds that the Assembly, having regard to Article 2 (7) of the Charter, was not competent to intervene in matters within the domestic jurisdiction of a member state.

The original 13 sponsors of the item together with 5 other states submitted a resolution (which was generally called the 18-power resolution), the main purpose of which was to establish a Commission of three members "to study and examine the international aspects and implications of the racial situation in the Union of South Africa in the light of the principles and purposes of the Charter and the resolutions of the United Nations on racial persecution and discrimination, and to report these findings to the General Assembly at its eighth session." The preambular paragraphs stated that a policy of *apartheid* was based on doctrines of racial discrimination which might disturb international co-operation and peace.

The South African Delegation again stated that the United Nations had no competence to consider the matter and introduced a resolution to this effect. The Indian Delegation, which made the most detailed reply to the South African case, contended that a specific request to a member state to bring its actions into line with the objectives of the Charter was not intervention within the meaning of Article 2 (7). The Scandinavian countries and the Netherlands adopted a middle course. Although of the opinion that the Assembly was competent to discuss such a question as race conflict in South Africa, they regarded certain sections of the 18-power resolution as bordering on intervention, and could not wholly support it. They therefore submitted amendments (later incorporated in a separate resolution) which removed specific references to the South African Government, but affirmed that all member states were under the obligation to bring their policies into conformity with their Charter obligations to promote human rights and fundamental freedoms and that government policies not directed towards these goals were inconsistent with the pledges of members under Article 56.

The Canadian position was defined by Mr. Paul Martin, Acting Chairman of the Canadian Delegation, who maintained that the Assembly was competent to discuss the matter but, in so far as other action was concerned, referred to the divergence of views on the question of competence and the lack of an authoritative legal opinion. For these reasons, the Canadian Delegation voted against the South African resolution denying the competence of the United Nations to discuss the issue, abstained on the 18-power resolution setting up the Commission to study and report, and voted in favour of the Scandinavian resolution.

The South African resolution was defeated by a vote of 6 in favour, 45 against and 8 abstentions. In plenary session the 18-power resolution was adopted by 35 in favour 1 against and 23 abstentions



(including Canada); the Scandinavian resolution by 24 in favour (including Canada) 1 against and 34 abstentions. Under the terms of the 18-power resolution the President of the Assembly appointed Ralph Bunche, Hernan Santa Cruz and Jaime Torres Bodet as members of the Commission. Dr. Bunche and Dr. Torres Bodet being unable to serve, they have been replaced by Henri Laugier of France and Dantes Bellegarde of Haiti.

## Indians in the Union of South Africa

Since 1946 the General Assembly has every year had before it the question of the treatment of persons of Indian origin in the Union of South Africa. India has contended that South Africa's racial policies are a violation of the human rights provisions of the Charter and of the so-called Capetown Agreements between India and South Africa. South Africa, though maintaining that the matter is of domestic jurisdiction and that the United Nations is thus debarred from intervening under Article 2(7) of the Charter, has expressed willingness to participate in a round-table conference on the question. This India has been unwilling to do until the Group Areas Act of 1950, by which the South African Government restricted various racial groups to specific areas of residence and economic activity, has first been suspended.<sup>1</sup>

At the seventh session of the Assembly, India and 14 other co-sponsors introduced a resolution which proposed the establishment of a Good Offices Commission to arrange and assist in negotiations between the Government of the Union of South Africa and those of India and Pakistan. It also called on the South African Government to suspend implementation of the Group Areas Act until negotiations were concluded and provided that the question should come before the eighth session of the Assembly.

Of the 36 speakers who took part in the debate, a considerable number of Arab, Asian and Latin American Delegates supported the Indian position, while others, notably those of Australia, New Zealand, the United Kingdom, France, Belgium and the Netherlands doubted the competence of the United Nations to set up the Commission for the purpose proposed. The stand taken by the South African Government was the same as before. Although the Canadian Representative did not speak in this debate, the Canadian position on the question continues to be that, in the absence of an advisory opinion from the International Court of Justice, there is a legitimate doubt whether the United Nations may properly intervene in the issue. Thus, though Canada has in the past supported proposals enjoining the parties to the dispute to enter into negotiations, the Canadian Delegations to the United Nations have not been able to accept proposals which stated or implied United Nations intervention.

The 15-power resolution referred to above was adopted by a vote of 42 in favour, 1 against, and 15 abstentions (including Canada). In its final form it did not specify the number of members

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<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 37-40.

of the Good Offices Commission, but left it to the discretion of the President of the General Assembly, who was instructed to appoint the members of the Commission, to determine how large it should be. On December 21, 1952, the President announced that he had appointed Cuba, Syria and Yugoslavia to be members of the Commission. On May 13, 1953 the Permanent Representative of South Africa at the United Nations informed the Secretary-General that his Government had always regarded the question of Indians in South Africa as being within its domestic jurisdiction and that it consequently regarded the Assembly resolution as unconstitutional and would not accord recognition to the Good Offices Commission.

## Eritrea

Owing to the many conflicting interests involved, the disposal of the former Italian colony of Eritrea has offered special difficulties. By a resolution adopted on December 2, 1950, the United Nations General Assembly recommended the federation of Eritrea with



Ethiopia as an autonomous unit under the sovereignty of the Ethiopian Crown.<sup>1</sup> During the period under review the federation was inaugurated and in December 1952 the General Assembly heard the statements of those directly concerned and discussed the final reports. It then voted on a resolution put forward by Canada and twelve of the thirteen other co-sponsors of the original federation resolution. The new resolution expressed general satisfaction with the work done and congratulated the people and governmental authorities of the federation on the effective and loyal fulfilment of the Assembly's recommendations. This final resolution was adopted on December 17 with 51 states in favour, none opposed and only the five members of the Soviet bloc abstaining.

The proceedings in the General Assembly threw fresh light on the degree of co-operation which had been required to bring the federation into being within a period of less than two years. During this interim period the British Administration delivered the country from roving bands of malcontents, arranged for the first general election in Eritrea, convoked the first representative assembly, created an Eritrean administration, built up an Eritrean civil service, re-organized the judicial system, established adequate and well-trained Eritrean security forces, drew up Eritrea's first balanced budget and organized a customs union between Eritrea and Ethiopia.

Meanwhile the United Nations Commissioner in Eritrea, Dr. Anze Matienzo, consulted the people directly, visiting every part of the country to discuss essential features of the proposed Eritrean constitution. He conferred with the Emperor of Ethiopia about detailed arrangements and sought the advice of legal experts in Geneva on controversial points. The draft constitution so prepared was introduced in the Eritrean assembly by Dr. Anze Matienzo and was approved by him after its adoption by that body in amended form on July 10, 1952.

The Emperor of Ethiopia used his influence to encourage general acceptance of the proposed federation, and on September 11, 1952 he ratified both the Eritrean constitution and the federal act embodied in the General Assembly's resolution of December 2, 1950. On September 15 the Emperor's Representative in Asmara and the Chief Executive of the Eritrean Government formally took over authority from the British Administration and United Kingdom officials withdrew.

At the seventh session of the General Assembly there was some discussion of the durability of the federation. Several speakers hoped generous technical assistance would be made available and a few drew attention to the importance of establishing a federal Supreme Court to deal with possible jurisdictional disputes. The United Kingdom Representative warned that either unionist or separatist sentiment, both of which are still strong in Eritrea, might lead to trouble in the future, but the Assembly accepted Ethiopia's assurances that the autonomy of Eritrea and all the provisions of the federal act will be sincerely respected, while the Italian Representative accepted as "unreserved and final" Ethiopia's guarantee that the rights of Italian inhabitants will not be diminished.<sup>2</sup>

<sup>1</sup>See *Canada and the United Nations* 1950, p. 24

<sup>2</sup>For a fuller account see *External Affairs*, June 1953, pp. 191-195.



## Kashmir

The Kashmir dispute has been before the United Nations since December 30, 1947, when India lodged a complaint that Pakistan nationals and tribesmen had invaded Kashmir which, it held, had legally acceded to India. India's action was followed by a counter-complaint by Pakistan.<sup>1</sup>

On January 1, 1949, the United Nations brought about a cease-fire and for the past four years United Nations observers have watched the cease-fire line. So far, however, the United Nations has been unable to effect the withdrawal of troops or to bring about a political settlement.

The dispute was discussed in the Security Council during 1948 and 1949 and the United Nations Commission for India and Pakistan (UNCIP) passed resolutions which were the basis of subsequent efforts to reach a settlement. UNCIP was unable to find a solution, however, and, in March 1950, the Security Council replaced it with a United Nations Representative who was to act as mediator in bringing about demilitarization preparatory to a plebiscite.

Sir Owen Dixon, the first Representative, was unable to arrange a settlement, either on the basis of a plebiscite in the whole of Kashmir, or on the basis of partition combined with a plebiscite in the Vale — the area most in dispute. Between June, 1951 and June, 1952, Dr. Frank Graham, the second Representative, succeeded, on the basis of twelve proposals, in narrowing the differences down to the question of demilitarization and related problems.

During the year under review Dr. Graham made further efforts to enable India and Pakistan to find a solution. In December, 1952, following talks in New York and Geneva, the Security Council passed a resolution calling on the parties to reach agreement on demilitarization on the basis of "bracketed figures" for troops to remain on each side of the cease-fire line. India would not accept this resolution as a groundwork for further negotiation, asserting that it went beyond the scope of the UNCIP resolutions and challenged India's fundamental contention that India alone has the right to maintain troops in the State. India was prepared to enter into further discussions, however, and in January and February Dr. Graham held another round of talks in New York and Geneva. These were unsuccessful and in March he submitted his fifth report to the Security Council.

The Council has not yet acted on this report. Shortly after it was received it became known that the Prime Ministers of India and Pakistan were prepared to hold direct discussions on Kashmir. These talks were to form part of a more general review of Indo-Pakistan problems undertaken on the initiative of the two Prime Ministers. Their first formal meeting, following preparatory work by officials, was to take place in Karachi in July or August.

Since January 1949 Canada has been one of the nations which have supplied officers from their armed forces to act as military observers in Kashmir. The present Canadian quota is 9 officers.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 40-42.

## Tunisia and Morocco

As elsewhere in Africa and Asia, the desire for self-government has become increasingly evident in Tunisia and Morocco since the conclusion of the Second World War. In Tunisia, nationalist aspirations are associated largely with the Neo Destour, or New Constitution Party, as well as with the Bey of Tunis, the sovereign. Although in 1950 representatives of the Neo Destour agreed to collaborate with the French authorities in working out the stages of Tunisian self-government, this collaboration broke down in February 1951. Serious rioting took place early in 1952, involving losses of life, and the situation has since remained disturbed. Two unsuccessful attempts were made by a group of African and Asian states in the first six months of 1952 to have the Tunisian question considered by the United Nations.

Developments in Morocco have followed a broadly similar pattern to those in Tunisia. The Sultan of Morocco has, on a number of occasions since 1945, requested the French Government to negotiate a revision of the Treaty of Fez, with the object of making this instrument a treaty of collaboration and friendship between two equal and sovereign nations, rather than, as at present, an agreement which confers specific and important powers upon France, the protecting state. At the sixth session of the United Nations General Assembly African and Asian states tried unsuccessfully to include the Moroccan question on the agenda.<sup>1</sup>

At its seventh session, the Assembly, upon the request of thirteen African and Asian states, decided without vote to include both the Tunisian and Moroccan questions on its agenda.

When the Chairman of the French Delegation addressed the Assembly in the opening general debate, he dealt at length with the relations between his country and the two protectorates. With French guidance, M. Schuman said, Tunisia and Morocco had made remarkable progress in agricultural and industrial development, public health, education, and labour relations. France intended fully to honour its obligations under the Charter, which were similar to provisions in the Preamble of the French Constitution, for the guiding of dependent peoples towards self-government. France was willing, he said, to renounce gradually the powers it held under the protectorate treaties. France alone, however, was in a position to decide the stages and timing of the political evolution of Tunisia and Morocco, in consultation with duly qualified representatives of these territories. The United Nations was not capable of assuming this responsibility and, in any case, was legally debarred from interfering both by Article 2 (7) of the Charter and by the provisions of the protectorate treaties. Any attempt by the United Nations to interfere would encourage disorder and would harm the United Nations. At any rate, M. Schuman concluded, France would under no condition tolerate United Nations intervention. The French Delegation then gave notice that it would be unable to participate in the further discussion of this problem.

<sup>1</sup>For a fuller account of these developments, see *Canada and the United Nations 1951-52*, pp. 26-30.

In the debate on the substance of the problem, member states were divided into three fairly distinct groupings. African and Asian nations maintained that international peace was being endangered by the unsettled situation in Tunisia and Morocco and that these questions were not of French domestic jurisdiction since France itself took its stand on the provisions of the protectorate treaties. If these treaties were valid international instruments, they could not be interpreted unilaterally by one of the parties to them; and if the other party charged that they were being violated, the only way to determine the validity of the charges was to examine the question in an international forum like the United Nations. Many of the African and Asian speakers agreed that Tunisia and Morocco had made progress under French guidance; nevertheless France had abused its privileges as a protecting power and, by permanent military occupation, mercantilist economic policies, land grants to French settlers, and, above all, by direct control of the administration of these territories, had in effect reduced Tunisia and Morocco to colonial status. Representative government had not been established in the protectorates; on the contrary, it was contended, French policies sought to establish the principle of joint Franco-Tunisian sovereignty. Finally, African and Asian representatives argued that Article 55 of the Charter regarding the promotion of human rights was being violated.

The African and Asian states were strongly supported by the representatives of the Soviet bloc, who contended, in addition, that Tunisian territory was being used to further the military policies of the United States and the North Atlantic Treaty nations.

At the opposite pole from the African, Asian and Soviet countries was a smaller group of states including Australia, Belgium, South Africa, and the United Kingdom. These states considered that the protectorate treaties, entrusting the French Government with responsibility for the external affairs of Tunisia and Morocco, placed these questions within the domestic jurisdiction of France. The proceedings of the San Francisco Conference, it was argued, made it clear that the states signing the Charter did so on the understanding that the United Nations should not have supervisory responsibilities with respect to dependent territories, except for trust territories. Thus the United Nations could properly interfere only if international peace and security were threatened, which, in their view, was not the case. Few, if any, member states had fully achieved the ideals set out in Article 55 of the Charter, and it would be of no benefit for the United Nations as a whole to become involved in acrimonious debates on human rights.

A third group of states, including Canada, Israel, New Zealand, Norway, the United States, and a majority of Latin American nations, took an intermediate position. They did not consider that the Tunisian and Moroccan questions represented a threat to international peace. While their views on the competence issue were not identical, they were generally agreed that the United Nations was competent under the Charter at least to discuss the Tunisian and Moroccan problems. Attention was drawn by this group to French liberal traditions, to the present role of France in the free world, and



to the assurances of M. Schuman that France intended to honour its obligations under the Charter. At the same time, sympathy was expressed for the aspirations of the Tunisian and Moroccan peoples. This group viewed Tunisia and Morocco in the context of an evolutionary process by which many peoples had achieved, or were moving toward self-government. The Canadian Representative referred to the evolutionary development by which Canada had acquired the status of a sovereign nation, emphasizing the mutually beneficial experience of continuing close co-operation between the newly emerging sovereign state and its former protector.

The voting was consistent with the general attitudes outlined above. A proposal of thirteen African and Asian states urging the Government of France to establish normal relations and normal civil liberties in Tunisia and providing for a committee of good offices to assist in the negotiations between the French and the true representatives of the Tunisian people, was rejected in Committee by 24 votes in favour and 27 against (including Canada), with 7 abstentions. A milder resolution, introduced by Brazil and co-sponsored by ten other Latin American states, expressed confidence that the French Government would endeavour to further the effective development of free institutions in Tunisia; expressed the hope that the parties would continue negotiations on an urgent basis with a view to bringing about Tunisia's self-government; and appealed to the parties to refrain from any acts likely to aggravate tension. Following the defeat of their own resolution, the African and Asian group gave their support to the Latin American proposal which was adopted by the General Assembly on December 17 by a vote of 44 (including Canada) to 3, with 8 abstentions.

The eleven Latin American states also put forward a resolution on Morocco which was similar to the proposal they had submitted on the Tunisian item, but which, in view of the relative lack of democratic political experience in Morocco, referred to the development of *free political institutions* rather than the achievement of *self-government*. The Latin American resolution was finally adopted in this form by the General Assembly by a vote of 45 in favour (including Canada), 3 against, and 11 abstentions.

In December 1952, the Bey of Tunis enacted two draft laws for municipal and regional representative institutions which had been put forward by the French authorities. Tunisian nationalist leaders repudiated the reform laws on the grounds that civic rights had been improperly granted to French residents in Tunisia and that the Bey had acted under duress. As a consequence they enjoined their followers to boycott the municipal elections which were held in the spring of 1953.

On March 19, fourteen African and Asian nations addressed joint communications to the President of the General Assembly, expressing regret that France had failed to implement the General Assembly's resolutions on this subject. In the case of Tunisia, the fourteen powers appealed to the President of the Assembly to intercede to secure a stay of execution of thirteen prisoners sentenced to death by French military tribunals. In the case of Morocco, the President was requested to urge the Government of France to bring

about the early restoration of civil liberties and the release of political prisoners. The communications of the fourteen powers were transmitted by the President to the French Minister of Foreign Affairs.

For the remainder of the period under review, no further constitutional reforms were introduced in Tunisia and Morocco. Conditions in the former territory remained unsettled.

## Greece and its Neighbours

In 1952-53 the United Nations had before it three questions relating to Greece — the situation on the northern frontier and the repatriation both of abducted children and of members of the Greek armed forces carried off during the disturbances of 1945-49.<sup>1</sup>

The presence in northern Greece of the Balkan Subcommission of the Peace Observation Commission made possible the prompt investigation of incidents on the Albanian and Bulgarian borders of Greece, where there was some loss of life during the year. In July 1952 and May 1953 incidents arising from a dispute over the ownership of small islands in the Evros (or Maritza) River on the border between Greece and Bulgaria were followed by suggestions from the Greek Government that a boundary commission should be set up, with or without United Nations participation, to determine the ownership of the islands and restore boundary pillars along the rest of the frontier. On June 22, 1953 Bulgaria agreed for the first time since the war to the creation of a boundary commission, composed of Greeks and Bulgarians only, to which both governments then named their representatives.

To date only Yugoslavia has co-operated in repatriating Greek children abducted from northern Greece during the disorders in 1948. Thus far 578 children have been returned to their homes but several thousand still remain scattered through Eastern Europe. Although during the sixth session of the General Assembly the Czechoslovak Government offered to let international Red Cross personnel come to Prague to discuss the cases of 138 Greek children, the conversations proved futile. On the strong recommendation of the International Committee of the Red Cross and the League of Red Cross Societies, the General Assembly adopted a resolution on December 17, 1952 agreeing to the suspension — except in Yugoslavia — of the work of these two voluntary bodies until practical operations should become possible. The Assembly condemned the harbouring states, other than Yugoslavia, for their failure to co-operate and disbanded its own Standing Committee on Repatriation of Greek children. The resolution was adopted by 46 affirmative votes, including Canada's vote, to 5 against, with 6 abstentions.

A resolution was adopted by the Assembly on March 17, 1953 by 54 votes to 5, with 1 abstention, which appealed to governments of states harbouring members of the Greek armed forces abducted during the disturbances to repatriate those who wish to return, in

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 21-23.

accordance with a resolution of December 1, 1950. The President of the Assembly was asked to consult with the governments concerned and report their answers before the close of the seventh session. The resolution also asked the Secretary-General to keep the matter constantly under review.

Representatives of the Soviet bloc maintained that the men in question were political refugees from Greece, to whom the right of asylum would continue to be extended. Replies received in March and April to letters from the President of the Assembly to governments of Eastern Europe either confirmed this position or denied that any members of Greek military forces were being detained. The Greek Government asserted it had evidence that men were being compelled by force to say they did not desire repatriation and asked for an impartial investigation.

### **Burmese Complaint Against Chinese Troops**

Since 1950, some 12,000 Chinese Nationalist soldiers from southwest China, under General Li Mi's command, have maintained themselves in northeast Burma. The Burmese Government protested the presence of these troops to the United Nations, on March 25, 1953, and it was decided to include the complaint on the Assembly's agenda of the resumed seventh session.

On April 17, the Honourable Mr. Justice U Myint Thein presented the Burmese case to the Political Committee. Dr. T. F. Tsiang replied on behalf of the Chinese Nationalist Government. In the debate, only the delegations of the Soviet bloc and Indonesia, India, Afghanistan, Yugoslavia and Syria supported the condemnation of the Republic of China in the terms of the resolution proposed by Burma. An alternative Mexican resolution, as amended, was adopted in committee by 58 votes to none, Burma and China abstaining, and in plenary session on April 23 with 59 votes in favour, China alone abstaining. The resolution condemns the presence of "foreign forces in Burma", and declares that these forces must be disarmed and agree either to internment or evacuation and requests Burma to report on the situation to the eighth session of the Assembly.

As a result of the Assembly's deliberations, on May 25, 1953, representatives of the United States, Thailand, Burma and Nationalist China met in Bangkok to discuss the withdrawal from Burma of the Chinese under General Li Mi. On June 6, 1953, it was provisionally agreed that all Chinese Nationalist troops in Burma were to be disarmed at various "safety" zones in Burma and then repatriated to Formosa by way of Thailand.

### **Charges of Bacteriological Warfare**

Throughout 1952 the Soviet Union and other Soviet bloc states waged a virulent propaganda campaign in which they attempted to discredit the United Nations' action in Korea by charging that the United Nations forces had spread disease germs in Korea and Northeast China. Numerous Communist front organizations were



used to disseminate this malicious propaganda. The United States Government, on behalf of the Unified Command, promptly and categorically denied the charges. During 1952 four efforts were made by the Western powers to initiate an impartial investigation, but these offers were either ignored, refused or vetoed by the governments and authorities which were promoting the germ warfare charges.

The seventh session of the General Assembly, which considered the question at the request of the United States Government, adopted by a vote of 51 in favour, 5 against, and 4 abstentions, a resolution, sponsored by all 16 countries with forces in Korea, appointing a commission consisting of Brazil, Egypt, Pakistan, Sweden and Uruguay to investigate the charges. The Canadian Representative spoke briefly in support of the resolution urging that the investigation be undertaken by competent scientists who would be bound only by their professional consciences. During the debate, the Soviet Union moved to invite representatives of North Korea and the People's Republic of China to attend the discussion, but the proposal was defeated.

The North Korean authorities and the Government of the People's Republic of China have not, at the time of writing, signified their willingness to accept the proposed impartial investigation.

## Disarmament

The Disarmament Commission, composed of representatives of members of the Security Council and Canada, which was established by the General Assembly on January 11, 1952, was instructed to submit proposals to be incorporated in a draft treaty on disarmament for submission to a world disarmament conference.<sup>1</sup>

The Commission's report was submitted on October 3, 1952. Discussions having failed to end the deadlock previously existing in both the Atomic Energy and Functional Armaments Commissions, the report contained neither recommendations nor conclusions. The Soviet Representative had continued to disagree to all proposals introduced by Western countries and to insist that discussion proceed on the basis of the earlier Soviet disarmament proposals. He also failed to give any indication that the Soviet Union would accept effective measures of international inspection and control. The Western powers considered that without such measures any disarmament proposals were meaningless.

Notwithstanding this lack of progress, when the seventh session of the General Assembly discussed the Commission's report in March 1953 both the Western powers and the U.S.S.R. recognized the necessity of continuing its work. In Committee, the Soviet Delegation introduced a resolution which, while recommending the continuance of the Commission, accused France, the United Kingdom and the United States of repeatedly attempting to "substitute

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<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 11-16.

for the question of a reduction of armaments that of illegally obtaining intelligence reports on the armaments of individual states." This resolution was rejected by the Committee, which adopted instead by a vote of 50 to 5 (Soviet bloc), with 5 abstentions another resolution re-affirming the Commission's terms of reference and requesting it to continue its work. At the suggestion of Egypt, Iraq, Syria and Yemen, indirect reference to the destructive attitude of the U.S.S.R. in the Commission had been deleted.

At this time Premier Malenkov made his well-known statement that there were no issues between the Soviet Union and the United States which could not be "decided by peaceful means." The Soviet Delegation did not reintroduce its original proposal in plenary session but tabled two amendments to the 14-power resolution. The first of these, which dropped any specific commendation of the Disarmament Commission's work, was accepted by the Western powers. The second proposed that the terms of reference of the Commission contained in General Assembly Resolution 502 (VI) not be re-affirmed. The United Kingdom and the United States opposed this amendment as showing a lack of confidence in the Commission's work and it was rejected by a vote of 10 in favour, 33 against (including Canada) and 13 abstentions. The 14-power resolution as amended was adopted by 52 in favour (including Canada), 5 against (Soviet bloc) and 3 abstentions, (Argentina, Burma and Indonesia).

Premier Malenkov's "peace statement", the milder tone of the debate in plenary session, and the fact that the Soviet Delegation did not reintroduce its original resolution, have been regarded by some as major concessions. But there has been no real evidence of any change in the basic position of the U.S.S.R. on disarmament and, in particular, no sign of readiness to accept effective international control and inspection. Conclusions as to the intentions of the Soviet Union will therefore have to await the further sittings of the Disarmament Commission.

## Collective Measures

The Collective Measures Committee, when it was set up on November 3, 1950 after the invasion of South Korea, was asked to study methods which might be used to maintain and strengthen international peace and security. In this same "Uniting for Peace" resolution members of the United Nations were invited to survey their resources in order to determine the nature and scope of the assistance they might render in support of recommendations of the Security Council and the General Assembly and to report thereon to the Committee. It was also recommended that they maintain within their national forces elements available for service as United Nations units. On January 12, 1952 the General Assembly requested the Committee to continue its studies for another year and report again to the Security Council and the General Assembly (Resolution 503A (VI)). The Committee, the members of which continue to be Australia, Bel-

gium, Brazil, Burma, Canada, Egypt, France, Mexico, the Philippines, Turkey, the United Kingdom, the United States, Venezuela and Yugoslavia, therefore reported a second time to the seventh session of the Assembly.<sup>1</sup>

In its second report the Committee, among other things, drew up a list of implements of war and strategic items to which an embargo might be applied in the event of aggression or threat to the peace and made suggestions regarding the potential role of the Specialized Agencies in the same event. The Committee decided that the determination of the methods for achieving the equitable sharing of burdens entailed by collective security measures could be made only after specific measures could be decided upon or recommended, and it suggested that one method might be to establish a Committee similar to the Negotiating Committee for Extra-Budgetary Funds. By a vote of 52 in favour (including Canada), 5 against and 3 abstentions, the Assembly noted the report, instructed the Committee to continue its work and asked member and non-member states to continue and intensify their efforts to carry out the recommendations of the "Uniting for Peace" resolution and resolution 503A (VI).

The Canadian Government, in reporting to the Committee regarding the steps taken to implement the recommendations of the resolutions mentioned above, referred to the Canadian forces in combat service with the United Nations in Korea; stated that it would consider carefully any request for specified kinds of assistance and facilities to United Nations armed forces; and indicated that legislation now in force, which is however subject to annual review by parliament, would enable the Canadian Government to carry out specified economic and financial measures against any aggressor. It may be noted that on April 20, 1952, the Canadian Government instituted a system of licensing for Canadian-registered ships voyaging to mainland China and North Korea which entails penalties for the carriage of goods listed as strategic pursuant to General Assembly Resolution 500 (V) of May 18, 1951.

## Admission of New Members

During recent years it has become increasingly difficult for any state to gain admission to the United Nations. Although there are at present 21 applications for membership outstanding, not a single applicant has been admitted since Indonesia became the 60th member in September 1950. The principal reason for the impasse which has been reached is that the Soviet Union has used its veto power in the Security Council to prevent the admission of countries supported by the non-communist states, until these states, in return, would agree to the admission of applicants favoured by the U.S.S.R.<sup>2</sup>

<sup>1</sup>See *Canada and the United Nations 1951-52*, pages 16-19. The U.S.S.R. has been omitted from membership at its own request.

<sup>2</sup>See *Canada and the United Nations 1951-52*, pp. 9-11.



During the past year the Security Council had before it six new applications for admission. Draft resolutions recommending the admission of Libya, Vietnam, Cambodia, Laos, and Japan were not adopted since in each case, while there was only one negative vote, it was that of a permanent member of the Council (U.S.S.R.). A Soviet draft resolution recommending the admission of the Democratic Republic of Vietnam was also rejected by 1 in favour (U.S.S.R.) to 10 against. The Council also had before it a Soviet draft resolution calling for a recommendation to the General Assembly for the simultaneous admission of 14 states (Albania, Mongolian People's Republic, Bulgaria, Roumania, Hungary, Finland, Italy, Portugal, Ireland, Jordan, Austria, Ceylon, Nepal and Libya). This "package proposal" was rejected by 2 in favour (Pakistan, U.S.S.R.) to 5 against with 4 abstentions (China, France, Turkey and the United Kingdom).

In March 1950, the International Court of Justice had given its opinion that the General Assembly could not, by itself, effect the admission of an applicant state in the absence of a recommendation by the Security Council. This opinion of the Court did not, however, deal with the question whether a recommendation by the Security Council could be made in the face of a negative vote by one of the permanent members. Therefore, at the sixth session of the Assembly five Central American delegations had submitted a proposal which would have requested a further advisory opinion from the Court.

This proposal was transmitted to the seventh session of the Assembly for its consideration, but was later withdrawn, and in its stead the Central American group submitted a resolution to establish a Special Committee to study all proposals and suggestions relating to the question of admission of new members and to report to the eighth session of the General Assembly. The resolution establishing this Committee was adopted by a roll call vote of 48 in favour (including Canada) to 5 against (Soviet bloc) with 6 abstentions. This Special Committee was to be composed of representatives of 19 countries, including Canada. The U.S.S.R. and Czechoslovakia refused to serve on the Committee and India, which had been nominated, later withdrew.

The Central American group which sponsored the resolution setting up the Special Committee also put forward a resolution in which the Assembly would be asked to conclude that the admission of new members was not subject to the veto but was a matter to be dealt with by a procedural vote and also that the General Assembly was the organ chiefly responsible for deciding on applicants for membership in the United Nations. However, in view of their sponsorship of the resolution setting up the Special Committee to study these matters, the Central American group did not press this interpretative resolution on the veto to a vote but referred it to the Special Committee for study and report to the eighth session of the Assembly, together with a Peruvian draft resolution containing proposals to restrict the application of the veto in the Security Council.

The Polish representative introduced a resolution during the seventh session which was similar to previous Soviet "package" proposals and would have requested the Security Council to recommend the simultaneous admission of 14 states. In an attempt to remove the connotation that the admission of one state is dependent on the admission of another, the word "simultaneous" was deleted by amendment. Although this was sufficient to turn the Soviet bloc against the proposal, it did not satisfy those countries which are opposed to the principle of the "package deal", and the resolution in its final form was defeated by a vote of 9 in favour, 30 against (including Canada) with 10 abstentions.

The Assembly also had before it resolutions supporting new applications by Japan, Vietnam, Cambodia, Laos, Libya and Jordan, all of which were adopted, the only negative votes being those of the Soviet bloc.

The Canadian Representative, in explaining his vote in the Political Committee, expressed appreciation of the contribution which the Latin American delegations had made to the work of the Committee, but deferred expressing the Canadian views on their proposals, in view of the fact that there would be an opportunity of making them known to the Special Committee. He did say however, that it was his belief that neither the veto nor Article 4 of the Charter was ever intended to keep out of the organization any independent state worthy of the name.

With reference to the Polish resolution the Canadian Representative said that he would vote against it because it was incomplete. Canada could not support the inclusion of Outer Mongolia while excluding Japan. He found it hard to understand why any permanent member should vote against an applicant which it admitted was qualified and which it even proposed for membership in a package deal.

The Special Committee on Admission of New Members held 11 meetings from March 3 to June 15, 1953. At its first meeting it asked the Secretary-General to prepare a factual and historical report on the question, going back to the origins of the problem in the San Francisco Conference. On receipt of this report the Committee met again on May 12 and after general discussion decided that the various proposals and suggestions referred to it by the Assembly or made in the Committee itself should be separated into two groups. Generally speaking, the proposals and suggestions in the first group envisaged a solution along the lines of an interpretation of the Charter based on the view that the veto power in the Security Council does not apply to the admission of new members. The discussion of this first group of proposals revealed, however, that such an approach was not generally acceptable, principally on the grounds that the unanimity rule in the Security Council does apply to the admission of new members and that the provisions of Article 4 do not allow the General Assembly to admit new members in the absence of a favourable recommendation by the Security Council.

The Canadian Representative said that his delegation, which supported the principle of universality of membership, would welcome any procedure which, while respecting the provisions of the Charter, would enable new members to take part in the work of the United Nations. Canada was opposed, however, to any formula which would solve the problem of admission by circumventing the provisions of the Charter, and was therefore unable to support any of the proposals in this first group.

The second group of proposals and suggestions was aimed principally toward a political solution designed to admit the largest possible number of applicants qualified under Article 4 of the Charter. The specific methods suggested did not secure general acceptance, it being generally felt that the courses proposed either would not be in accordance with Article 4, or, if they were, were no more likely to lead to a practical solution than earlier recommendations to the Security Council.

In view of the refusal of the U.S.S.R. to serve on the Committee, it was not to be expected that the Committee would come up with a solution which would be acceptable to all five permanent members of the Security Council. The Committee agreed that no vote would be taken on the various proposals and that no specific recommendations would be submitted to the General Assembly. The report to the General Assembly by the Special Committee on Admission of New Members therefore consists merely of an account of the deliberations and a summary of the views of those taking part in the discussions.



## II ECONOMIC AND SOCIAL

### Survey of the Economic and Social Council

The Economic and Social Council (ECOSOC) met twice in New York in regular sessions during the period under review.<sup>1</sup> The fourteenth session held from May 20 to August 1, 1952, was the longest on record. It was marked by much less acrimony and fewer exchanges of bitter propaganda between the Communist bloc and other countries than had been the case heretofore at the Santiago and Geneva sessions. If, however, the delegations of the Soviet bloc did not press their case too strongly and a greater degree of harmony prevailed between representatives of developed and under-developed countries, this improvement still fell short in degree from that which would be required for a truly harmonious, efficient and effectively working Council.

During the debates which ensued, the Council gave consideration to the major problems traditionally within its responsibility, reviewed the work accomplished by its Specialized Agencies and its functional commissions and requested further studies on those questions which were still not ripe for final decision. Thus, in the field of economic development of under-developed countries the Council recommended to the International Bank for Reconstruction and Development that it carry out a further examination of its earlier proposal to establish an international finance corporation. It also suggested for the benefit of governments such steps as would, in under-developed countries, encourage foreign investments, permit a programme of increased industrialization, and make available on a wider basis existing scientific and technological knowledge. Elsewhere in the consideration of its economic agenda, the Council set a target of \$25 million for 1953 contributions by governments to the Expanded Programme of Technical Assistance and debated at length measures for securing world economic stability, full employment and for countering recessions.

On the social side, the Council considered a report on the World Social Situation prepared by the Secretariat and the Specialized Agencies concerned and discussed, on the recommendation of the General Assembly, the preparation of a programme of practical action for the United Nations and the Specialized Agencies in the social field. It also adopted the suggestion of the Human Rights Commission that its work on the two draft covenants should if possible be completed in 1953, confirmed the discontinuance of the Sub-Commission on Freedom of Information and of the Press, and agreed to make Spanish the third working language of the Council.

These accomplishments were useful, though hardly spectacular. Indeed, a number of delegations considered that the Council, seemingly content with arrangements for preparatory activities, had postponed definite action to the future. But the slowness of progress towards the full realization of the economic and humanitarian objectives of

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 43-45 for an account of the preceding period.

the Charter must be related to the difficulties of the world political situation as a whole, and to the inherent diversity of the problems themselves. Nevertheless, much more remains to be done if the Economic and Social Council is to play its full part in the achievement of the purposes and principles of the United Nations.

The Council held its fifteenth session from March 31 to April 28, 1953. While discordant notes were still heard in the debates at this session, they were even fewer than at the previous one. The Soviet Representative, speaking at the close of the session, described it as a period of transition which might be followed by genuine international economic co-operation. Though the absence of extreme bitterness in debate was a welcome development, the discussions which took place were confined to routine matters. Major items such as the financing of economic development, and human rights, were left for examination by the Council at its seventeenth session, which is scheduled to begin on January 10, 1954.

One of the highlights of the session was the debate on the world economic situation, which is discussed in detail below. Decisions of the Council included a resolution instructing the Secretary-General to convene by 1954 a conference for the conclusion of international conventions relating to customs formalities for the importation of private vehicles and for tourism; a recommendation proposing to the General Assembly the transfer to the United Nations of certain functions formerly carried out by the League of Nations with regard to the control of slavery, and a request that the Human Rights Commission continue to prepare recommendations concerning international respect for the right of self-determination.

Canada was not represented at the fifteenth session of the Economic and Social Council since its second term as a member expired on December 31, 1952. The sixteenth session of the Council opened in Geneva on June 30, 1953 and therefore falls outside the scope of this volume.

## World Economic Situation

Each year the Economic and Social Council (ECOSOC) devotes a part of its time to a wide-ranging debate on the world economic situation. This usually takes place at the opening of the session and sets the framework for the subsequent discussion of individual economic questions on the agenda. Since the Council is not a negotiating body, and other international organizations such as the International Monetary Fund, the signatories to the General Agreement on Tariffs and Trade, and the Organization for the European Economic Co-operation are available to deal with specific aspects of international economic relations, the annual debate in ECOSOC is normally general in character and may or may not result in resolutions directing the attention of members to particular aspects of the changing world economic position. It is nevertheless useful in focussing attention on the trends and issues in the economic field which are engaging the attention of the governments. While there is a wide variety of viewpoints, similarities of approach can usually be discerned among the under-developed countries, among

the industrialized nations, and among the countries in the Soviet bloc. From a purely economic point of view, the value of the discussion in the Council is frequently lessened by the tendency of some to indulge in too lengthy accounts of economic progress in their countries and that of others to distort economic developments for political purposes. The latter criticism is particularly applicable in the case of the U.S.S.R. and its satellites.

The general economic debate at the fifteenth session of ECOSOC in April 1953, had many similarities to that of the preceding year when Canada was still a member of the Council.<sup>1</sup> The members had before them an excellent report prepared by the Secretariat bringing out the main changes which had taken place in the international economic position during 1952. These included the easing of inflationary pressures, the slowing down of the rate of growth of production throughout the world, some shift in the terms of trade in favour of industrialized nations consequent on falling prices for raw materials, and the fact that food production during the year had only just kept pace with the growth in world population. In some countries there was an upturn in trade and business activity at the end of the year, however, and it appeared that the relative slackness in 1952 as a whole may have been a natural adjustment to the extraordinary expansion of activity earlier attendant upon the defence build-up in a number of important countries.

The Secretariat report emphasized that despite the progress made since the war in expanding production and maintaining a high employment level, many serious international economic problems remained unsolved. Much of the debate at the fifteenth session centred around these questions. The slowdown in world production coupled with the possibility of cuts in armament expenditures likely to result from an easing of international tension gave added emphasis to the need for international as well as national measures to combat any recessionary tendencies, and to ease the impact of declines in activity in key countries on the economies of their trading partners. The need for more and freer world trade and the eventual convertibility of currencies was repeatedly noted and it was pointed out that import restrictions in many countries continued to make it difficult to overcome balance of payment problems through increased exports. Not unnaturally, considerable attention was paid to the important role of the United States in any attempt to solve these problems.

The discussion of trade between the U.S.S.R. and its satellites on the one hand and countries outside the Soviet bloc on the other followed the customary political pattern. The occasion was taken by Soviet bloc representatives to play upon apparent conflicts of economic interest between the developed countries on the one hand, and the under-developed countries on the other, and between the United States and the other industrialized nations of the West. Despite the inclusion of this political propaganda, the 1953 discussion on the world economic situation served a useful purpose in bringing out the outstanding issues on which international action is required to overcome current world economic problems.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 52-54.



## Economic Development of Under-Developed Countries

The material poverty of millions of people throughout Asia, Latin America, and the Middle East constitutes, from the economic, social, and political points of view, one of the most challenging problems of the modern world. It has been increasingly recognized that the standard of living in the economically less advanced countries must somehow be raised if lasting conditions of peace and stability are to be achieved, and under the Charter of the United Nations, member governments have undertaken to co-operate for the promotion of conditions of economic and social progress for all peoples. The United Nations provides a forum in which the needs of the under-developed countries have been stated, and the possibilities and means of affording them assistance may be explored. While the aid so far provided has been small in relation to the stated requirements, an encouraging start has been made in the process of helping the economically less advanced countries to help themselves.<sup>1</sup>

The most notable achievement of the United Nations in this field has been in the provision of technical experts, training and demonstration equipment to the under-developed countries. In 1950 the expanded programme of technical assistance was undertaken, to finance which 55 countries pledged the equivalent of \$20,070,260 for an 18-month period ending December 31, 1951. For the second period of 12 months \$18,795,355 was pledged by 65 countries, and for the third period (1953) 67 governments pledged \$21,278,575. Canadian contributions for each of these periods were \$772,727, \$750,000, and \$800,000 respectively.<sup>2</sup> Within the framework of the Colombo Plan, Canada has also made available \$400,000 each year over the past three years for technical assistance to South and Southeast Asia.

During the first financial period of the expanded programme, which of necessity was devoted largely to organization and planning, actual provision of assistance somewhat lagged behind the financial resources available, but during 1952 the programme gained momentum and at the end of the year 97 countries and territories had received technical assistance, 62 had received the services of experts and the nationals of 92 different countries had been awarded fellowships and scholarships. By 1953, the problem had become one of making the most effective use of resources to meet the increasing volume of requests for help. Experience has shown the importance of providing equipment and training on the spot in the recipient countries, so that the maximum number of people may benefit.

From 1950 to June 1953 Canada provided training facilities for 177 fellows and scholars under the United Nations Programme, and 116 under the Colombo Plan. During the same period Canada provided almost 150 experts for United Nations technical assistance projects and 24 under the Colombo Plan. Requests for technical assistance from Canada are handled by the Technical Co-operation Service of the Department of Trade and Commerce.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 45-51 and 54-56.

<sup>2</sup>Figures are given in United States dollars.

One of the chief limitations on economic progress in the under-developed countries has been the difficulty of financing development projects. To the extent that the necessary funds are not available in the countries themselves, they are usually sought by way of investment or grants from abroad. For one reason or another, the flow of private investment to the under-developed countries has steadily dwindled in recent years. The International Bank for Reconstruction and Development, though its programme of loans for development projects, has played an important part in meeting the financial needs of under-developed countries, but its loans require government guarantee, and most of them have been made for government projects. Moreover, the Bank does not engage in equity financing and its operations thus do not fill the gap caused by the shortage of private investment. The situation has been discussed at length in the United Nations. At the seventh session of the General Assembly, the Secretary-General was asked to prepare a study on the international flow of private capital and ECOSOC to consider what steps might be taken to stimulate a steady and adequate flow of private capital to under-developed countries.

Canada has recognized the need for outside finance to assist in the process of development and has made substantial contributions through the International Bank and also through the Colombo Plan, to which the Canadian Government has given \$25 million in each of the last three fiscal years. The importance of the part to be played by a natural flow of private investment, has, however, been continually emphasized and Canadian representative have pointed out that much could be done by the under-developed countries themselves to create a climate for foreign investment in their countries which would attract savings from the rest of the world.

One plan which is at present under discussion in the United Nations is the establishment of an International Finance Corporation, to be an affiliate of the Bank, which would be capitalized by government subscriptions and would help finance private enterprise in the under-developed areas through equity investment and loans without government guarantee. In a report to the fourteenth session of ECOSOC in 1952 the Bank expressed the preliminary view that, though the Corporation would fill an important gap in the international investment structure, further study and consultation with governments and investment groups would be necessary before any final conclusion could be reached on the feasibility of the plan. At the sixteenth session of ECOSOC the Bank made a progress report summarizing the views which had been expressed about the practicability of the project. Since it appears that neither business and financial representatives, nor the governments of countries which might be expected to provide the financial backing for the Corporation are yet prepared to commit themselves, the Bank stated that it did not believe "that any point would be served by any greater formalization of the project at this time." The Bank management will continue to explore the matter and will present concrete proposals when there appears to be a reasonable prospect that sufficient financial participation will be forthcoming. The Bank's report will be considered at the eighth session of the General Assembly. The Canadian position has been one of continued interest in the proposal

but with the important reservation that further examination should establish that it is practicable and that there would be sufficient financial support to warrant the establishment of such a Corporation.

Another project which has been under discussion in the United Nations since the sixth session of the General Assembly in 1951-52 is the establishment of an international fund which would make grants-in-aid and long-term low-interest loans for development purposes. At its fourteenth session in 1952 ECOSOC requested the Secretary-General to appoint a Committee of nine experts to prepare a detailed plan for such a fund and to submit its report not later than March 1, 1953. The report did not discuss the advisability or otherwise of establishing the Special United Nations Fund for Economic Development (SUNFED) but dealt only with the possible organization and operations of the Fund if it should be set up. Amongst other things the experts suggested that the Fund should be financed by voluntary government contributions and should not be established unless a minimum of \$250 million were subscribed by at least 30 countries. The sixteenth session of ECOSOC transmitted the report to the eighth session of the General Assembly with the general recommendation that the Assembly consider what other preparatory steps might usefully be taken towards the establishment of the Fund when circumstances permit. It also recommended that member states at the eighth session consider joining in a declaration to the effect that they stand ready to ask their peoples, when sufficient progress has been made in internationally supervised world-wide disarmament, to devote a portion of the savings so achieved to an international fund, within the framework of the United Nations, to assist development and reconstruction in under-developed countries.

Discussion of this issue at the United Nations has up to the present time shown a considerable difference between the attitude of the under-developed countries and that of the countries of more mature economy. The former, which would benefit directly from the Fund, have been understandably eager for its establishment and have used their preponderance of voting power to ensure that the project is actively pursued. The industrial countries, Canada among them, which would provide the greater part of the money required for such a Fund, have supported moves to have the project given expert examination but have not committed themselves to the view that this is a practicable or desirable method of financing economic development and have reserved their position in respect of any financial aid to its establishment. Debate at the eighth session of the General Assembly will give an opportunity for a general review of the problem.

During the period covered by this report, ECOSOC and the General Assembly have passed a number of resolutions bearing on the position of the under-developed countries and related in part to their need for development. These resolutions have dealt with such diverse subjects as the need for increasing food production; means of raising productivity in under-developed countries; the place of industrialization in integrated development programmes; the desirability of agreements on population shifts from over-populated under-developed countries to those in need of people, and the eligi-





UNITED NATIONS PHOTO

Canadians with the United Nations Military Observers in Kashmir. Lieut. Col. Harry Angle (second from right) who was afterwards killed in an aeroplane crash, shown checking the position of the opposing troops.



bility of land reform projects for international financial assistance. A more controversial resolution was passed at the seventh session of the General Assembly which asserted the right of countries "to exploit freely their natural wealth and resources". In its original form this resolution referred to the right of nationalization and, as representatives of the United States, Canada and a number of other capital-exporting countries pointed out, was unlikely to improve the climate of investment in the under-developed areas. Even in its modified form, the resolution was open to the same objection, but it was adopted by a vote of 36 in favour, 4 against (the United Kingdom, United States, South Africa and New Zealand) and 20 abstentions (including Canada).

In the field of economic development, factors other than the availability of finance and technical assistance are important. To be most useful, financial and technical aid should be applied within the framework of sound internal fiscal policies, well-considered development programmes, progressive legal and social conditions, equitable and effective tax systems, and efficient administration. Much remains to be done in these directions by the under-developed countries themselves, and the progressive attainment of better internal conditions will no doubt improve the outlook for a natural flow of investment from other countries.

## Full Employment

Members of the United Nations are pledged in Articles 55 and 56 of the Charter to promote full employment in their countries and to co-operate for the attainment of this purpose throughout the world. Each year the Economic and Social Council (ECOSOC) considers various aspects of the problem of achieving and maintaining full employment and at the fourteenth session in July 1952 centred its discussion on an expert report entitled "Measures for International Economic Stability" which had been prepared in response to earlier resolutions by ECOSOC and the General Assembly.<sup>1</sup>

The experts had made three principal recommendations designed to offset the impact of recessions:

- (a) The negotiation of inter-governmental commodity agreements to stabilize world markets in the principal raw materials and foodstuffs;
- (b) The maintenance of a stable international flow of capital;
- (c) The establishment of adequate monetary reserves.

They suggested that the International Bank should finance buffer stocks to stabilize commodity markets and that its resources should be increased so that a reserve of development projects might be built up for use during recessions. They also recommended that the resources of the International Monetary Fund should be augmented and opened to freer access during recessionary periods.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 58-59.



Representatives of the under-developed countries in general favoured these recommendations and some made the further suggestion that there was need for a fixed relationship between the prices of the primary commodities they produced and the manufactured good they must import. Various European countries also considered that the Fund's use of its present resources was too restrictive. Neither the Bank nor the Fund was inclined to support the experts' recommendations and their representatives advanced various counter-arguments. The Canadian Delegation took the position that the problem of international trade in primary goods should be approached commodity by commodity through the existing mechanism of the Interim Co-ordinating Committee for International Commodity Arrangements. With regard to the proposals concerning the Bank and the Fund, the Canadian Representative took the position that the Bank's resources might be reviewed at a later date if they should appear inadequate to finance suitable projects then put forward. Together with the United States, Canada took the view that conditions should first be made more favourable for the increased use of the present resources of the International Monetary Fund before their expansion was considered. The resolutions finally adopted recommended that developed countries bear in mind the effect of their domestic economic policies upon the economic position of other countries and urged the Bank and the Fund to modify their policies in some respects in case of a recession. The Fund was asked to report upon the adequacy of countries' monetary reserves to overcome any temporary disequilibrium in balance of payments; the Secretary-General to prepare a study on the relative prices of goods entering into international trade and another on national and international measures designed to reconcile the maintenance of full employment with the avoidance of the harmful effects of inflation.

International commodity arrangements and price relations between primary and manufactured goods were the subject of a resolution introduced at the seventh session of the General Assembly by the Argentine Delegation and passed by a vote of 35 in favour, 15 against (including Canada) and 9 abstentions. In its final form, the resolution recommended that governments conclude bilateral and multilateral commodity agreements to ensure price stability in keeping "with an adequate just and equitable relationship between these prices and those of capital goods and other manufactured articles." The Secretary-General was asked to estimate the financial repercussions of changes in the terms of trade between primary and manufactured goods on the national incomes of under-developed countries; to prepare a report on the impact of important synthetic products on the demand for primary products; and to appoint a group of experts to report on the practical measures which might be taken to improve the stability of commodity prices, with special reference to changes in the terms of trade and their effect on countries in the process of development. Canada, the United States and most of the other countries of mature economies objected to the resolution as impractical and one-sided and as attempting to impart an undesirable rigidity to the international price structure.

## Restrictive Business Practices

An *Ad Hoc* Committee on Restrictive Business Practices, composed of representatives of Belgium, Canada, France, India, Mexico, Pakistan, Sweden, the United Kingdom, the United States, and Uruguay, was established by a resolution of the Economic and Social Council (ECOSOC) in September 1951. Its function was to collect and analyze information on restrictive business practices in international trade, to study measures taken by governments to deal with such practices, and to prepare for the Council's consideration proposals for an international convention on restrictive business practices.

The Canadian Delegate, in supporting the resolution by which the Committee was set up, referred to the Havana Charter for an International Trade Organization (not yet in force) and drew attention to a committee which had been appointed in Canada in 1944 to study international cartel practices. In its report, published in 1945 under the title "Canada and International Cartels", that committee had recommended international action to curb the harmful effects of restrictive practices.

The *Ad Hoc* Committee held three sessions in 1952 and a final session from January 12 to February 21 of 1953. In accordance with the usual practice, its members took part in its work on an *ad referendum* basis, and no government is committed by participation in the work of the Committee to sign any agreement or take part in any agency that may be established.

The report of the Committee, which was published on April 6, 1953, embodied its findings and recommendations. It contains a set of twenty draft articles of agreement for international co-operation in the prevention of restrictive business practices. They form the basis of a proposed plan which would provide that, on the complaint of any country, a practice alleged to have harmful effects on the expansion of production or trade would be subject to investigation in order to determine whether, in the light of stated objectives, such harmful effects actually exist. These objectives, set forth in the preamble to the draft agreement, include the reduction of barriers to trade, governmental and private; the promotion on equitable terms of access to markets, production, and productive facilities; the encouragement of economic development, industrial and agricultural, particularly in under-developed areas; and the achievement of a balanced and expanding world economy through greater and more efficient production, increased income and greater consumption, and the elimination of discriminatory treatment in international trade.

The investigation of complaints would be made in the light of facts submitted by governments. These facts would be obtained by each government in accordance with its own procedures and would be assembled for analysis by a proposed agency which would be set up under the agreement. Representatives of governments participating in the agreement would determine, on the basis of such analysis, whether the practices complained of had harmful effects considered in terms of the objectives of the agreement. If they so found, the governments concerned would be requested to take remedial action.

The report of the *Ad Hoc* Committee is under consideration by the sixteenth session of ECOSOC at Geneva.

## Aid for Korea

The United Nations Korean Reconstruction Agency (UNKRA)<sup>1</sup> was established by the General Assembly in December 1950, but owing to the continuation of hostilities was not able to undertake large-scale operations until late in 1952. A \$70,000,000 reconstruction programme was then approved for the period ending June 30, 1953, by the UNKRA Advisory Committee.<sup>2</sup> The main projects included were the development of agricultural research, irrigation and land reclamation, the rehabilitation of damaged industrial plants, electric power, the restoration of port facilities and railroads, the development of Korean coalfields for local needs, the initiation of a housing programme, the restoration of schools and libraries and the importation of certain commodities such as grain and fertilizer to counteract inflation and provide the Agency with the local currency necessary to implement its reconstruction programme. A substantial part of these plans still remained to be carried out by the end of the fiscal year (June 30, 1953). A programme of \$130,000,000 for the fiscal year 1952-53 which will be chiefly devoted to furthering the projects already begun, was awaiting authorization on June 30. With the signature of the Armistice on July 26, relief for Korea requires further discussion by the General Assembly.

Of \$200,000,000 pledged to UNKRA by June 30, 1952, \$47,714,457 (US) had been received by March 31, 1952. Canada has paid its pledge of \$7,250,000 (Canadian) in full. The first Agent-General of UNKRA, Mr. J. Donald Kingsley, whose term of office expired on April 30, 1953, has been replaced by Lieutenant-General John B. Coulter, who was appointed for a two-year term.

The emergency relief needs of the Korean people have continued to be met chiefly by the United Nations Civil Assistance Command (UNCACK). By February 15, 1953, UNCACK'S relief expenditures had amounted to \$332,885,685 of which \$321,688,005 had been contributed by the United States. In addition, a number of voluntary agencies, among them the United Church of Canada and the Unitarian Service Committee of Canada, have made contributions in kind.

## Assistance to Palestine Arab Refugees

The three-year programme for combined relief and rehabilitation of Palestine Arab refugees which the General Assembly approved on January 26, 1952 called for the expenditure between July 1, 1951 and June 30, 1954 of \$250 million by the United Nations Relief and Works Agency (UNRWA), over and above any contributions made by local governments.<sup>3</sup> The allocations approved for relief were \$27 million for 1951-52, \$18 million for 1952-53 and \$5 million for 1953-54 or a total of \$50 million for the three years, while \$200 million would be devoted to projects for the rehabilitation of refugees (without pre-

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 62-63.

<sup>2</sup>Composed of Representatives of India, United Kingdom, United States, Uruguay, and Canada, (whose representative is Chairman).

<sup>3</sup>See *Canada and the United Nations 1951-52*, pp. 63-65.



judice to their interest in repatriation or compensation) which would be based on development plans jointly agreed by UNWRA and individual Arab governments. As these were carried out the refugees would be progressively removed from the relief rolls.

In the latter part of 1952 it was found that schedules for reintegration programmes would have to be revised because of the length of time required to plan and negotiate the necessary agreements and to initiate the projects after the agreements were signed. During the Assembly's seventh session it was therefore resolved that the relief budget should be increased from \$18 million to \$23 million for 1952-53, the reintegration budget being correspondingly reduced. Further adjustments were authorized if these proved necessary to maintain adequate relief standards. The relief budget for 1953-54 was to be increased from \$5 million to \$18 million. These alterations in the three-year plan were approved on November 6, 1952 by 48 votes to none, the five members of the Soviet bloc and Iraq abstaining. Canada supported the changed schedules.

On March 30, 1953 UNRWA and Jordan concluded an agreement for power and irrigation projects in the Yarmuk and Jordan valleys which should make possible the gradual rehabilitation of 20,000 refugee families. UNRWA has pledged \$40 million toward these projects. On June 30 an agreement was signed with Egypt for projects in the Sinai Peninsula and Gaza area for which UNRWA will set aside \$30 million. In various localities refugee rehabilitation has already begun.

By March 1, 1953 United Nations members and others had contributed or pledged a total of \$145.3 million toward the realization of the \$250 million programme for 1951-54. This included a contribution of \$600,000 from Canada toward the Agency's 1952-53 budget.

## Aid for Children

The United Nations International Children's Emergency Fund (UNICEF) began its operations in 1947 as a relief organization administering emergency aid to children of war-devastated countries. The fifth session of the General Assembly, in 1950, decided that the Fund should continue for three years as an international welfare agency chiefly engaged in the promotion of long-range child-care programmes, particularly in the under-developed countries, and that its future would then be reconsidered "with the object of continuing the Fund on a permanent basis."<sup>1</sup>

It is estimated that more than 60 million people in 84 countries have received help from UNICEF since its inception. During 1952 its activities included 5 million vaccinations against tuberculosis (out of a total of 13.5 million examinations) ; treatment of 1.3 million against yaws, bejel and prenatal venereal disease (out of 5 million examinations) and protection of 8.3 million against malaria and other insect-borne diseases. In addition, the average number of children who received food each month under UNICEF-aided programmes was 1.5 million.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 66-68.

The total assistance approved by UNICEF for child health and welfare from 1947 to the end of March 1953 (including the cost of freight and administration) was \$177,864,600. Canada has contributed \$500,000 (Canadian) towards the 1953 budget. The total of Canadian contributions to the Fund since 1947 is \$8,475,050 from the Government and over \$1,500,000 from private sources. During 1952 Mrs. D. B. Sinclair of the Department of National Health and Welfare was Chairman of the Executive Board and Canada continues to be a member of the Board.

The future of the Fund will be considered at the eighth session of the General Assembly. The seventh session adopted a resolution praising the work of the organizations and the Social Commission, at its ninth session in May 1953, forwarded for the approval of the Economic and Social Council a resolution recommending that the General Assembly confirm its previous resolutions "without reference to time limit." At the time of writing the Council had not yet debated this resolution.

## World Social Situation

For some years now the Economic and Social Council, (ECOSOC), when considering ways and means of eliminating conditions causing distress and instability among nations, has had before it an annual report on the world economic situation. The General Assembly, at its third session in 1949, suggested that the Council should also, in order that it might view in a systematic and comprehensive manner the social ills and gains of mankind, prepare a report on the world social situation. The Council, at its ninth session, accordingly requested the Social Commission, with the assistance of the Secretary-General, to prepare such a report in the light of facts and figures at hand.<sup>1</sup> On February 2, 1952, the General Assembly by Resolution 536 (VI) instructed ECOSOC, in the light of this report, to draw up a programme of practical action in the social field.

After preliminary consideration by the Social Commission in 1952, the report was discussed by ECOSOC at its fourteenth session (July 1952). Commenting on the report, the Canadian Representative stressed its usefulness and added that it provided a remarkable assessment of existing conditions and a benchmark against which to measure future progress. So as to keep in focus the urgent need for greater national effort and international co-operation in social matters, the Council recommended the preparation of further reports on the world social situation, to be supplemented periodically by statements on measures undertaken by governments and by international organizations to improve world social conditions. It also instructed the Social Commission to draft, in the light of the findings of the current report, a series of recommendations which would assist it in preparing the programme of concerted practical action in the social field requested by the General Assembly in its resolution of February 2, 1952. As a guide

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 68-69.

to the Commission in its work, the Secretary-General was asked to obtain the views of governments and Specialized Agencies. The Canadian reply, transmitted to the Secretary-General on February 5, 1953, considered that the existing programmes of the Specialized Agencies and other United Nations organs constituted in themselves a useful programme of action in the social field. Accordingly Canada suggested that the plan which the General Assembly called for might consist of a review by each agency of its programme and an overall review by the Council after the Social Commission had submitted its recommendations. The communication added that Canada did not favour any expansion of programmes for the time being but would consider any suggestions to this effect which might be put forward.

The Commission agreed with the Secretary-General and the Directors-General of the Specialized Agencies concerned that an effective programme of action would require a reorientation and further concentration of effort, wider geographical coverage, improvement of methods and techniques, and additional resources. The Commission considered it essential that the projects decided upon under such a programme should be carried out with a sense of urgency, that social and economic development should go together, that all proposals should recognize and protect the family as the basic social unit, and that emphasis in the programme should be directed towards under-developed areas.

These recommendations of the Social Commission are now receiving the attention of ECOSOC, which will report on them to the eighth session of the General Assembly.

## Freedom of Information

Since 1946, when the first session of the General Assembly of the United Nations approved a Philippine proposal to hold a world-wide conference on freedom of information, international discussions of the subject have shown that there is no uniformity in what different countries mean by freedom of information. Debates in the General Assembly and other United Nations bodies reveal that, in some countries, including Canada, freedom of information implies a minimum of interference with speech, the press, and other *media* of communication and opinion, while in others it means freedom, ensured by government controls and restrictions, from what may be regarded as the abuses of the press.<sup>1</sup>

The conference called for in the Philippine resolution of 1946 was convened in 1948, and since then four other United Nations bodies have studied this matter: a Sub-Commission on Freedom of Information and of the Press, established in 1949 by the Commission on Human Rights at the request of the Economic and Social Council (ECOSOC); ECOSOC itself, which discontinued the Sub-Commission in 1952; the General Assembly; and the United Nations Educational, Scientific and Cultural Organization (UNESCO). When the Sub-Commission expired in 1952, the fourteenth session

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 74-76.



of ECOSOC appointed a Rapporteur on Freedom of Information to serve in a personal capacity for an experimental period of one year. The Rapporteur, Mr. Salvador P. Lopez of the Philippines, was invited to submit a report covering contemporary problems and developments in the field of freedom of information, together with recommendations regarding practical action which might be taken by ECOSOC. At his request, the fifteenth session of the Council in April 1953 accorded him the same access to communications received by the United Nations regarding freedom of information as that previously enjoyed by the Sub-Commission.

The Canadian Delegation at the seventh session of the General Assembly continued to oppose the opening for signature of a Convention on the International Right of Correction. Under the terms of this instrument, contracting states would have the right to issue corrections of news despatches which, in their opinion, were false or distorted and which might injure their relations with other states or damage their national prestige or dignity. The government of the country in which the despatch had been published would be obliged to release such corrections to the press and information agencies within its borders. A number of member states at the fourteenth session of ECOSOC had feared that the Convention would be likely to lead to rather than prevent abuses, and a resolution recommending that the General Assembly open it for signature was defeated. At the seventh session, however, the proposal was revived on the joint initiative of Egypt, France, Lebanon, Uruguay and Yugoslavia and was eventually adopted on December 16, 1952, by a vote of 25 for, 22 against (including Canada), and 10 abstentions. Up to the end of June 1953 five countries — Argentina, Chile, Ecuador, Ethiopia and Guatemala — had signed the Convention.

Canada supported the six other resolutions on freedom of information adopted at the seventh session. The Assembly decided to study the subject further at its eighth session and requested ECOSOC to submit a programme of future work. Two resolutions called respectively for study by the United Nations or appropriate professional groups of information facilities in under-developed areas and further work on the draft International Code of Ethics governing standards of professional conduct for journalists, while a third recommended that United Nations bodies studying freedom of information consider measures for avoiding the harm done to international understanding by the dissemination of false and distorted information. The other resolutions commended the work of the Sub-Commission on the Freedom of Information and of the Press and underlined the importance of disseminating information about United Nations resolutions.

The Rapporteur on Freedom of Information issued his report on May 6, 1953, the consideration of which the sixteenth session of ECOSOC has recently postponed. This report, entitled *Freedom of Information 1953*, comprises an historical survey of the subject and an analysis of the present situation. It discusses problems relating to the rights and responsibilities of the *media* of information; the censorship of outgoing news despatches; the status and

movement of foreign correspondents; laws affecting the press; monopolies; professional standards and training; independence of information personnel; protection of sources of information; development of press, film, radio and television; production and distribution of newsprint; press rates and priorities; international broadcasting and use of frequencies; postal rates for press material; tariff and trade practices affecting the transmission of educational, scientific and cultural materials; and copyright agreements. Eleven suggested draft resolutions make specific recommendations for action or further study regarding certain aspects of these questions; a twelfth suggests the appointment of a Rapporteur on Freedom of Information to serve for a further period of one year and contains a detailed programme of work to be undertaken by him including a study of the desirability of establishing a small continuing body to serve as an "international co-ordinating centre for professional action and as a liaison body between the profession and the United Nations."

The sixteenth session of ECOSOC, in accordance with the resolution of the Assembly mentioned above regarding development of information facilities in under-developed areas, was to have considered the desirability of extending its studies in this field and to examine a programme of concrete action to be drawn up by the Secretary-General. This item too has been postponed.

During November and December 1952 the seventh session of the General Conference of UNESCO considered the problem of obstacles to the free flow of information. Member states were invited to reduce such obstacles and the Director-General was authorized to continue the efforts of the Organization to promote or to study various measures directed to this objective such as the reduction of tariff, trade, legal, administrative, postal, telecommunication and other obstacles and also to study the possibility of securing an international instrument to promote the freedom of movement of persons engaged in educational, scientific or cultural activities.

## Refugees

It was generally assumed in the closing days of the International Refugee Organization (IRO) that in the wake of the large-scale post-war accomplishments of re-settlement, the problem of refugees would rapidly be reduced to manageable proportions. But to the ranks of refugees still unsettled at the termination of IRO early in 1952 there have been added large numbers of new refugees who continue to escape from Iron Curtain countries. This influx, coupled with a severe reduction in emigration opportunities, has kept at a high level the number of refugees whose problems have not been solved.<sup>1</sup> In all there are today about 2,000,000 people who come within the principal category of the United Nations definition of refugees, i.e. persons who are outside the country of their normal residence because of fear of persecution, and who look to the United Nations High

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 76-78.

Commissioner for Refugees for legal protection and quasi-consular services. This estimate does not include the many thousands of Berlin refugees who have fled from dominated areas but who are still within their own country where they have rights of nationality. Approximately half of those included in the 2,000,000 total are in Europe and half in other regions.

Of the 2,000,000, there are some 500,000 refugees who have not been able to resume a normal life and whose fate is a matter of international concern. Most of these are in Central and South Eastern Europe, where approximately 125,000 are still living in camps. There are also some 15,000 European refugees leading a precarious existence in North China, and other groups of refugees in immediate need are to be found in Egypt, Syria, Lebanon, Iran and other parts of the Middle East.

The principal international body now concerned with refugees is the Office of the United Nations High Commissioner for Refugees in Geneva. The High Commissioner is Dr. G. J. van Heuven Goedhart, of the Netherlands, who was appointed to this post at the fifth session of the General Assembly and whose three-year mandate and \$700,000 a year administrative budget will be reviewed at the eighth session. Refugee problems have also received attention within the past year from other sources: the Council of Europe has studied refugee questions and has resolved to appoint "an eminent European personality" to help find an answer; the United States has used Mutual Security Act funds to assist with the reception and resettlement of those who escape from behind the Iron Curtain; and many voluntary agencies have carried on welfare and resettlement work on behalf of refugees.

During the past year the United Nations High Commissioner has continued to perform the two main tasks assigned to him by the General Assembly of providing international protection for refugees and of seeking permanent solutions to refugee problems. Under the heading of "international protection" the Assembly had asked the High Commissioner to concern himself not only with the quasi-consular services of legal and political protection but with a range of other activities including the development of agreements calculated to improve the situation of refugees, the co-ordination of efforts of private organizations concerned with the welfare of refugees, and the procurement from governments of reports on refugee situations within their borders. In this field one of his principal tasks within the past twelve months has been to seek support for the Convention Relating to the Status of Refugees. This Convention, which was signed at Geneva in July, 1951, established minimum rights for refugees with respect to wage-earning, employment, education, public relief and religion and set forth a procedure for the issuance of travel documents. Twenty countries (not including Canada) have signed the Convention. Six ratifications are required for its entry into force of which two — those of Denmark and Norway — have been registered so far.

In developing permanent solutions to refugee problems the High Commissioner has sought opportunities for refugees to emigrate to other countries, since this unquestionably provides a most satisfactory



arrangement. Such opportunities are dwindling, however, and the High Commissioner has devoted attention to the integration of refugees in countries where they now reside. The High Commissioner has consulted with the Austrian, German and other Governments on this question and he has used some of a Ford Foundation grant of \$2,900,000 of which he is administrator to assist with the development by voluntary agencies of pilot projects of home-building, agricultural settlement, small business development and vocational training. With these funds he also initiated a plan designed to be carried out in the first instance by voluntary agencies to provide housing for refugees in Western Germany.

For the care of those refugees in immediate need, the United Nations High Commissioner has asked member governments to contribute to the United Nations Refugee Emergency Fund. By mid-1953 \$1,000,000 out of a \$3,000,000 objective had been obtained. Canada's contribution to this Fund was \$100,000.

At its seventh session the General Assembly expressed satisfaction at the efforts devoted to the integration of refugees by the High Commissioner and by governments concerned. In supporting this resolution the Canadian Delegation praised the energy and initiative displayed by the High Commissioner in his work.

## Self-Determination of Peoples

At its sixth session held in Paris in 1950 the General Assembly adopted a resolution which called for the inclusion in the International Covenants on Human Rights of an article on the right of peoples to decide their own destiny, and also requested the Commission on Human Rights to prepare recommendations concerning international respect for the self-determination of peoples for submission to the seventh session of the General Assembly. Two such recommendations were adopted by the Commission on Human Rights at its eighth session, in 1952. The first, after reciting that "slavery exists where an alien people holds power over the destiny of another," was in two parts. It began with a general recommendation to member states to uphold the principle of self-determination. There followed a recommendation directed to member states administering dependent territories to recognize and promote the realization of the right of self-determination in these territories, by granting demands for self-government on the part of these people, the popular wish being ascertained in particular through a plebiscite under United Nations auspices. The second recommendation called on these same member states voluntarily to submit information on the exercise of the right of self-determination by, and on the political progress of, the peoples in territories under their jurisdiction.

Both these recommendations were discussed at the fourteenth session of the Economic and Social Council, which decided to transmit them without comment to the Assembly for consideration at its seventh session. Canada supported this decision. The debate on the recommendations of the Commission on Human Rights which took place at the General Assembly in 1952 revealed general agreement

among member states that the principle of self-determination as expressed in the Charter should be furthered, but showed opinions sharply divided both as to the meaning of the principle and as to the ways of carrying this out in practice. The general recommendation to member states to uphold the principle of self-determination was not opposed, but states administering dependent territories objected to those recommendations which related to such territories while ignoring the problems of peoples nominally sovereign or situated within the metropolitan jurisdiction of the states which governed them. The administering states also opposed the request for political reports as discriminatory and an attempt to alter their duties and responsibilities under the Charter.

Canada opposed both resolutions in the form in which they were originally introduced. In an attempt to find some satisfactory compromise, however, Canada supported several amendments to the first resolution which would have eliminated the phrase characterizing the colonial relationship as slavery and made the resolutions applicable to all states; including both those with responsibility for the administration of dependent territories and those controlling the exercise by another people of the right of self-government. With regard to the second resolution, Canada suggested in the course of the debate that a proposal which would have noted that political information was being transmitted by certain administering powers and encouraged the voluntary transmission of such information would probably secure the agreement of several of the administering states and be more in conformity with the terms and intent of the Charter.

The Assembly agreed to the deletion from the first resolution of all references to the colonial relationship as slavery, but the essential principles of both resolutions were otherwise maintained, including their special application to trust and non-self-governing territories. The first resolution was adopted by a vote of 40 in favour, 14 against (including Canada) and 6 abstentions; the second by 39 to 12 (including Canada) and 5 abstentions.

A third resolution was adopted which was sponsored by a group of eight Arab and Latin American countries. It instructed the Commission on Human Rights to continue preparing recommendations concerning international respect for the right of self-determination and particularly steps which might be taken by the United Nations and Specialized Agencies to develop such respect. A number of administering powers expressed the view that it would be inappropriate to ask for the preparation of further recommendations until the exact meaning and scope of the right of self-determination had been precisely defined. The resolution was adopted, however, by a vote of 42 to 7 with 8 abstentions (including Canada).

## **Convention on the Political Rights of Women**

The Charter of the United Nations (Article 1 (3) ) states that one of the purposes of the United Nations is to achieve international co-operation in promoting and encouraging respect for fundamental freedoms for all without distinction as to race, sex, language or

religion. In a resolution adopted at its first session on December 11, 1946, the General Assembly recommended that all member states which had not already done so, should take steps to implement this Article by granting the same political rights to women as to men.

The Commission on the Status of Women turned its attention to this subject at its first session in February, 1947, and finally produced a draft convention which the Economic and Social Council recommended to the attention of the General Assembly. The General Assembly adopted this convention with some minor modifications at its seventh session by a vote of 46 in favour, none against, and 11 abstentions (the Soviet bloc and some Arab states). It was opened for signature on March 31, 1953, and by June 30 twenty-four countries had signed. There are three operative clauses guaranteeing to women on equal terms with men the right to vote, to hold public office and exercise public functions, and to be eligible for election to public office.

Canada, though in complete sympathy with the objectives of the convention, in common with some other countries where the political rights enumerated have already been substantially accorded; was at first inclined to doubt whether the establishment of a convention would be the best means of furthering the development of political rights for women. But as it became clear during the debates at the seventh session of the General Assembly that a large majority of members considered that such a convention would be an important step in achieving equality of rights for women, the Canadian Delegation voted in favour. Since, however, many of the rights referred to lie within the jurisdiction of the provinces, and since no federal state clause has been included, the Canadian Government has reserved its position regarding signature and ratification.

## **International Conference on the Limitation of Opium Production**

An International Conference on the Limitation of Opium Production was held in New York May 11 - June 18, 1953. Representatives and observers from 41 countries attended the Conference which adopted by a vote of 39 in favour (including Canada) and 2 abstentions the text of a Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade In, and Use of Opium.

Though a detailed statistical check on the consumption of, and trade in, opium and opium products has long been maintained by means of the regular reports rendered to the Permanent Central Opium Board (PCOB), the treaties at present in force do not provide controls over the production of raw opium. The desirability of introducing some form of international control over production has been under study since 1924, and in 1936 the League of Nations Advisory Committee on Traffic in Opium and Other Dangerous Drugs recommended that an international conference be called to study the problem. Preparations for this conference, which had been delayed by the war, were resumed by the United Nations Commission on Narcotic Drugs in 1948.



At ensuing discussions and conferences a deadlock developed over a proposal to effect control by the establishment of an international monopoly of opium production. In 1951, however, the Commission on Narcotic Drugs approved the principle of limiting opium production by means of national monopolies in producing countries which should report figures on stocks held to the PCOB. The Secretary-General prepared in legal form a draft protocol and, after discussions and the submission of observations by interested governments, the Economic and Social Council decided, at its fourteenth session in 1952, to convene an international conference to adopt the final text of a protocol relating to the limitation of opium production. The Protocol, the text of which was approved by the Conference on June 18, 1953, restricts production of opium for export to seven states: Greece, Turkey, Bulgaria, U.S.S.R., Iran, India and Yugoslavia. In each of these producing states there must be a national monopoly to supervise production, and yearly stocks of opium must be limited to a fixed amount based on a formula calculated from the exports of post-war years. The yearly stocks of countries which consume opium domestically and those which use it as a raw material from which to manufacture other drugs are also limited. Enforcement of the Protocol is entrusted to the PCOB, which is authorized as a last resort to impose an embargo (observance of which is mandatory upon states signatory to the Protocol) upon trade in opium with an offending state.

The Protocol is now open for signature by governments and will come into force upon ratification by 25 states including three of the producing and three of the manufacturing states named therein. Nineteen countries, not including Canada, had signed the Protocol by June 30.

## Slavery

The active interest of the United Nations in the problem of the continued existence of slavery and similar practices goes back to the adoption by the Economic and Social Council (ECOSOC) on July 20, 1949, of a resolution instructing the Secretary-General to appoint an *Ad Hoc* Committee of not more than five experts to assess the nature and extent of the problems, suggest methods of attacking them and recommend the proper division of responsibility among various United Nations bodies.

The replies received to a questionnaire prepared by the Committee, and the Secretary-General's re-examination of the subject, led to the conclusions that vestiges of crude slavery still exist and that other institutions and practices create similar conditions for a much greater number of people. It also appeared that governments generally based their replies on the laws in force in their territories (which were said to prohibit slavery and servitude) rather than on the application of these laws and the conditions actually existing. The Canadian reply simply stated that slavery, slave trade, and analogous practices not having existed in this country since Canada became a nation, there was little or no mention of such practices in Canadian law.

The fifteenth session of ECOSOC adopted a resolution which first recommended that governments adhere to the Slavery Convention of 1926; secondly initiated studies aimed at the assumption by the United Nations of the League of Nations' functions under this Convention, and the examination of the desirability of a supplementary convention; and thirdly called for further information from governments, Specialized Agencies, and non-governmental organizations.

## **Allegations of Interference with Trade Union Rights**

At the fourth session of the Economic and Social Council (ECOSOC) in 1947, memoranda were received from the World Federation of Trade Unions and the American Federation of Labour urging international action to protect freedom of association. The Council referred the subject to the International Labour Organization (ILO) which in 1949 set up a Fact Finding and Conciliation Commission on Freedom of Association. By resolution 277 (X) ECOSOC decided to refer to this Commission all allegations received regarding the infringement of trade-union rights. If the allegations are against states not members of the ILO, this is done only with the consent of the government concerned. When in 1950 the International Confederation of Free Trade Unions submitted a complaint regarding infringement of trade-union rights in the Soviet Union, which is not a member of ILO, the Secretary-General enquired whether the government of the U.S.S.R. was willing to have this complaint investigated by the ILO Commission.

By the fifteenth session of ECOSOC (March-April 1953) no reply had been received. The Council accordingly requested the Secretary-General to invite the Government of the Soviet Union to reconsider its attitude. The numerous other allegations before the Council relating to states members of ILO were forwarded to ILO for consideration and possible referral to the Commission, and the Secretary-General was requested to take the same action in the future with all such allegations.

Three of the allegations, against Greece, and the administration of Tunisia and Morocco, were made by the Soviet Government and delegates of Western countries pointed out the inconsistency of the Soviet position in this matter.

## **Intergovernmental Organizations**

The sixth session of ECOSOC in 1948 asked the Secretary-General to prepare a report on "Inter-Governmental Organizations in the Economic, Social, Cultural, Educational, Health and Related Fields" which is now a standing United Nations document. The fifteenth session approved a further revision of the list, disregarding the objections of the Soviet Representative to certain organizations which included Spain in their membership and others which, he alleged, were "simply ancillary to NATO". The Danube Commission, which was established by the riparian states in 1948, was included

by a vote of 9 to 2 with 7 abstentions. The United Kingdom and French Representatives stated that they were unable to vote in favour because their Governments considered the Danube Convention of 1921 as still in force. The Representative of the U.S.S.R. voted against the inclusion of the Commission in the list because he alleged that it had a special status resting on post-war settlements and came within Article 107 of the Charter.

## Non-Governmental Organizations

The Economic and Social Council (ECOSOC) has established consultative relations with a large number of Non-Governmental Organizations (NGOs) with international membership; partly to enable the Council to secure expert information from organizations with special competence in their fields and partly so that these organizations may make their views known to the United Nations. They are classified in three groups according to their range of interests. All may send observers to meetings of the Council and its Commissions. Those in Categories A and B may submit written statements for circulation and may present their views orally. The nine organizations in Category A may propose items directly for inclusion in the agenda of the Commissions or through the Non-Governmental Organizations Committee for inclusion in the agenda of the Council itself.<sup>1</sup>

Discussion of Non-Governmental Organizations at the fifteenth session of ECOSOC centred on two questions; the admission of new organizations to consultative status or the reclassification of some already admitted; and the right of access to the United Nations headquarters in New York of representatives of qualified Non-Governmental Organizations.

The Council adopted the recommendations of the Non-Governmental Organizations Committee by which 12 organizations were admitted direct or reclassified to Category B status or admitted to the register. Upon a proposal by the Belgian Representative, it rejected the recommendation of the Committee and decided to reclassify to Category B the World Federation of Catholic Young Women and Girls. There was considerable discussion about the Women's International Democratic Federation (WIDF) and the World Federation of Democratic Youth, both of which have outstanding applications supported by the U.S.S.R. for reclassification to Category A. The United States had requested in the Committee that the Category B status of the WIDF be reviewed. The Council decided not to grant the applications of these two organizations for Category A status and to adopt a resolution put forward by the United Kingdom that the seventeenth session of ECOSOC should review all Non-Governmental Organizations admitted to Category B status at or before the thirteenth session of the Council.

At previous sessions of the Council and the Assembly there has been discussion regarding the right of access to United Nations headquarters in New York on the part of representatives of Non-Governmental Organizations. The question arose again as the result of the

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 79-80.



refusal of United States visas to Mrs. Rae Luckock of Canada, representative of the WIDF, and Mr. Jan Dessau, representative of the World Federation of Trade Unions. Mrs. Luckock had, earlier in 1953, been prevented by lack of a visa from attending the session of the Commission on the Status of Women as a representative of the WIDF and the Commission had adopted a resolution of protest. At the fifteenth session of the Council, the United States Representative stated that the action had been taken on security grounds, but that the United States Government would co-operate with the Secretary-General in whatever negotiations he wished to arrange. The outcome of these negotiations was not known by the end of the fifteenth session and the Council decided to ask the Secretary-General for a report on them at its sixteenth session.

## **Functional Commissions of the Economic and Social Council**

There are now eight functional Commissions: the Population, Transport and Communications, Statistical, Status of Women, Narcotic Drugs, Fiscal, Human Rights, and Social. There is a rotating membership (except that by an established tradition the five great powers are always represented) and at its summer session each year the Economic and Social Council (ECOSOC) elects the states which are to be entitled to nominate individuals to the vacant seats. Canada is at present (June 30, 1953) a member of the Statistical and Fiscal Commissions (until December 31, 1955), and the Social Commission (until December 31, 1953). Within the framework of ECOSOC the Commissions were intended to be bodies of experts, working in their individual capacities, who would supervise studies and draw up recommendations based on more informed and intensive examination than the Council could be expected to devote to each individual problem. The original conception of a body of independent experts has not been entirely realized in the work of the Commissions, which, particularly in the less technical fields, have often tended to repeat the patterns of debate familiar in the principal organs of the United Nations. But a somewhat revised plan of work has been in operation since 1951 and it is to be hoped will help to eliminate overlapping and establish priorities in the tasks attempted.<sup>1</sup>

### **Population Commission**

The Population Commission held its seventh session in New York January 19-30, 1953. After examining and discussing the various current studies and projects in the field of vital statistics as they illustrate community life (demographic statistics), it made reports or recommendations upon them to the fifteenth session of ECOSOC.

<sup>1</sup>For a fuller account see *Canada and the United Nations 1951-52*, pp. 80-89.

The most important immediate project is the World Population Conference, now scheduled for September 1954, which is to be a gathering of about 400 experts in demographic statistics who will meet to discuss eight principal topics of importance in this field. Commenting upon the provisional agenda, the Commission recorded its view that the Conference should concentrate upon those topics of chief importance and not extend too far into peripheral and speculative studies.

The Commission reported encouraging progress in the task of increasing the availability of demographic statistics and improving their accuracy and comparability. It recommended that governments which have recently taken censuses be asked to prepare analytical studies devoted to topics of most importance in their programmes of economic and social development. It examined the report prepared by the Secretariat entitled "Determinants and Consequences of Population Trends" and recommended that the attention of governments be drawn to the importance of considering, in the development of economic and social programmes aimed at raising the standard of living of their peoples, the interrelationships between population changes and economic and social changes. Finally, it recommended that, considering the importance of internal migration, especially in underdeveloped countries, governments give special attention to improving this branch of statistical information.

All the recommendations were adopted by ECOSOC, which commended the Commission's decision to concentrate on these subjects.

## **Transport and Communications Commission**

The sixth session of the Transport and Communications Commission met in New York February 2-11, 1953. It adopted seven substantive resolutions, all of which were adopted by the fifteenth session of ECOSOC. They instructed the Secretary-General to take various steps to initiate or to pursue studies regarding the pollution of sea-water; the establishing of an international system of classifying and marking dangerous goods shipped in international trade; the possibility of developing uniform national requirements for, and methods of, determining the mental and physical fitness of applicants for driving permits; and eliminating discrimination between different insurance markets in the placing of transport insurance. This last resolution also recommended that governments consider the feasibility of including a clause in all future commercial agreements intended to check such discrimination. Three other resolutions requested the Secretary-General to continue his efforts to secure the entry into force of the Convention on the Inter-Governmental Maritime Consultative Organization; to open for signature the protocol on a Uniform System of Road Signs and Signals which was approved by the Commission at its sixth session; and to convene in 1954 a conference of governments for the conclusion of two conventions relating to customs formalities for the temporary importation of private vehicles and for tourism.

## Statistical Commission

The Statistical Commission held its seventh session in New York February 2-13, 1953. The Canadian member is Mr. Herbert Marshall, the Dominion Statistician. In addition to determining its work programme and priorities for the coming year, the Commission reviewed a number of studies and memoranda aimed at improving the accuracy and assuring the comparability of various categories of statistics. The principal subjects so discussed at the seventh session were as follows: concepts and definitions of capital formation; definitions in basic industrial statistics; standard procedures in compiling external trade statistics; wholesale price statistics and a standard system of index numbers for wholesale price indices; a system of national accounts and supporting tables; uniformity in air transport statistics; classification of industrial activities of households; distribution statistics; balance of payment statistics and money and banking statistics; cost of living indices and principles for a vital statistics system. Resolutions were recommended for adoption by ECOSOC commending to member governments agreed principles relating to definitions in basic industrial statistics, migration statistics, and a vital statistics system. The Secretary-General was asked to continue study of some of these subjects and to bring certain memoranda to the attention of member governments with a request for their comments. The Commission examined memoranda received from the International Monetary Fund on balance of payment statistics and money and banking statistics and suggested that they be submitted to governments and to interested national organizations for comment. A number of comments were made by the Commission itself on a memorandum from the International Labour Organization regarding its plans for discussing cost of living index numbers at its Eighth General Conference. Finally, the Secretary-General was asked to draw to the attention of member governments a proposal that they examine their basic requirements for statistics so that a realistic schedule of priorities could be established, and to prepare a check list which they might use in making their surveys. The fifteenth session of ECOSOC noted the Commission's report and adopted several resolutions drawing the attention of member governments to certain statistical techniques recommended by the Commission.

## Commission on the Status of Women

The seventh session of the Commission on the Status of Women was held in New York March 16 — April 3, 1953,<sup>1</sup> and recommended to ECOSOC nine substantive resolutions dealing with the nationality of married women; the status of women in private law; the political rights of women; educational opportunities for women; and technical assistance programmes in relation to the status of women. The first of these contained the text of a draft Convention on the Nationality of Married Persons, to be circulated to member governments for comment, which is intended to ensure that the legal effects of marriage

<sup>1</sup>For an account of action taken at the seventh session of the General Assembly on the Convention on the Political Rights of Women, see pp. 44-45.



upon nationality shall be the same for both spouses. The second requested the inclusion of Article 16 of the Universal Declaration of Human Rights dealing with the status of marriage as an institution in the draft covenant on political and civil rights now being discussed by the Commission on Human Rights. The remaining resolutions reaffirmed the importance of the principles mentioned, and either urged their acceptance upon governments or recommended various administrative steps intended to maintain progress in the field of women's rights. At the time this article was written, the sixteenth session of ECOSOC had not yet discussed the Commission's report.

During the session the representative of the Women's International Democratic Federation was refused admission to the United States, and the Commission accordingly adopted a resolution requesting ECOSOC to examine this question and take appropriate measures.<sup>1</sup>

### Commission on Narcotic Drugs

The eighth session of the Commission on Narcotic Drugs met in New York March 30 — April 24, 1953. The Canadian member of the Commission is Colonel C. H. L. Sharman, formerly of the Department of National Health and Welfare. At this session Colonel Sharman was re-elected for a five-year term to the Drug Supervisory Body, the organ which is responsible under the 1931 Narcotics Convention and the 1946 Protocol for examining and approving the yearly estimates of narcotics requirements submitted by states signatory. As it is empowered to do under the same instruments, the Commission examined the reports submitted by governments to the United Nations Secretariat regarding illicit transactions and seizures and invited the Secretary-General to forward its comments thereon to certain governments. It also considered reports on certain problems of drugs addiction and recommended further programmes of study by the Secretariat. The most important task before the Commission, however, was the further examination of the proposed Single Convention on Narcotic Drugs which will codify the eight existing multilateral treaties. The Commission has now made its preliminary recommendations and at its next session will begin to study a revised draft of the Convention.<sup>2</sup> The report of the Commission had not yet been discussed by the sixteenth session of ECOSOC by the time this article was written.

### Fiscal Commission

The fourth session of the Fiscal Commission was held in New York April 7 — May 8, 1953. The Canadian member was Dr. A. K. Eaton, Assistant Deputy Minister of Finance, who was elected Rapporteur of the Session.

The Commission devoted much of its time to a consideration of international tax problems. It had been requested by Resolution 416 D (XIV) of ECOSOC to examine further the proposal that income

<sup>1</sup>For fuller details see pp. 48-49.

<sup>2</sup>See also pp. 45-46.

from foreign investments in under-developed countries should be taxed only in these countries and should be exempt from taxes by countries other than those in which the foreign investments are made. A study prepared by the Secretary-General entitled "Taxation in Capital-Exporting and Capital-Importing Countries of Foreign Private Investment in Latin America" was also before the Commission. Divergent views were expressed on this question but a resolution was finally adopted by 13 in favour, none against and 2 abstentions which (a) reaffirmed that the country in which income arises has as a general principle an undoubted right to tax it; (b) recommended that the highly developed countries give sympathetic consideration to the feasibility of taxing such income only or primarily in the country in which it is produced.

The remaining work of the Commission consisted chiefly of an examination of various reports prepared by the Secretary-General on the taxation of corporate profits and dividends; the taxation of foreign tax-payers and foreign income showing in comparable form the rule under national law and modifications introduced by international agreements; fiscal problems of agriculture; government accounting and budget execution; and public finance surveys. At several points in the discussions, the representatives of the U.S.S.R. and Czechoslovakia expressed the view that government finance reporting and the structure of government accounts were solely a matter of domestic jurisdiction and that taxation was the sovereign concern of the states affected and not of the Fiscal Commission. At the time of writing the sixteenth session of ECOSOC had not yet considered the Commission's report.

## Commission on Human Rights

The ninth session of the Commission on Human Rights met in Geneva from April 7 to May 30, 1953. The Commission had been instructed by the fourteenth session of ECOSOC in 1952 to complete its work on the two draft Covenants on Human Rights during the course of 1953,<sup>1</sup> taking into account the various relevant resolutions of the General Assembly and the Council.<sup>2</sup>

The Commission was unable to fulfil these instructions but succeeded in drafting a series of articles dealing with the implementation of the draft Covenant on Civil and Political Rights and seven additional substantive articles for incorporation in the same Covenant. It also examined the reports of the fourth and fifth sessions of the Sub-Commission on Prevention of Discrimination and Protection of Minorities and discussed without reaching any final decision two resolutions, proposed by the United States member, dealing respectively with the submission by member states of annual reports on the progress of human rights in their territories and with the provision by the Secretary-General of advisory services to facilitate the development of certain fundamental techniques of democratic life. These resolutions were transmitted to ECOSOC with the recommendation that they be submitted to member governments for comment by

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 70-74, for more detail about the background of the two Covenants.

<sup>2</sup>These resolutions are: General Assembly 421-422 (V); 543-549 (VI); ECOSOC 349 (XIII); 384 (XIII); 440 (XIV).

October 1, 1953. Another resolution, which would have instructed the Commission on Human Rights to forward to member governments with recommendations communications received by it containing allegations of breaches of human rights sufficiently serious to warrant such action, was discussed but no decision reached. The Commission was obliged to defer consideration of a possible United Nations Declaration on the Rights of the Child, proposals regarding the welfare of the aged, the question of the right of asylum, the text of a federal state clause for inclusion in the two draft covenants, and the drafting of additional articles to be included in the Covenant on Economic Social and Cultural Rights.

The draft measures of implementation for the Covenant on Civil and Political Rights which were adopted dealt with the proposed establishment of a Human Rights Committee, composed of nine members elected by the International Court of Justice, which would be set up to adjust differences existing between member states. In addition to these quasi-judicial functions, the Committee would be empowered to recommend to the General Assembly that states responsible for the administration of dependent territories determine the political status of such territories through elections, plebiscites or other recognized democratic means in accord with the expressed desire of their inhabitants. States parties would undertake to do so, if the recommendation of the Committee were adopted by the General Assembly. The seven additional articles for inclusion in the draft Covenant on Civil and Political Rights dealt with the equal enjoyment by men and women of all rights mentioned in the Covenant, equal rights for all to vote, conduct public affairs and participate in the public service; equal rights of spouses in marriage, and recognition of the family as "the natural and fundamental group unit of society"; the right of minorities to their own language, culture and religion; the humane treatment of prisoners; the forbidding of advocacy of racial or religious hostility, and of the arbitrary or unlawful interference with privacy, home or correspondence and all unlawful attacks upon honour or reputation.

During the discussions the United States member confirmed that, though her government would continue to collaborate in drafting the Covenants and making suggestions for improvement, it will not, for the time being at least, ratify them, on the grounds that the world is not yet ready for treaties of such wide scope and that they might not be as effective as had originally been expected.

Finally, the Commission considered the reports of the fourth and fifth sessions of the Sub-Commission on Prevention of Discrimination and Protection of Minorities and adopted nine substantive resolutions proposed by the Sub-Commission dealing with various aspects of its work. In December 1952, ECOSOC had decided not to convene another session of the Sub-Commission pending a recommendation from the Commission on Human Rights as to its future. The Commission decided that its Sub-Commission should hold a sixth session in January 1954 and elected twelve new members for a three-year term beginning January 1, 1954. It also decided that the Sub-Commission should meet annually thereafter for a session of three weeks.

At the time of writing the report of the Commission on Human Rights had not yet been discussed by the sixteenth session of ECOSOC.



## Social Commission

The Social Commission held its ninth session in New York May 4-20, 1953. The Canadian member of the Commission, who is Mr. R. B. Curry of the Department of National Health and Welfare, was elected Chairman. The two matters on which resolutions were adopted by the Commission — the future of the United Nations International Children's Emergency Fund and the Programme of Concerted Practical Action in the Social Field — are the subject of separate articles in this volume.<sup>1</sup> For the rest, the session was devoted to the adoption of a work programme and priorities for 1954-55, and to a consideration of progress reports submitted by the Secretary-General on selected items of the very extensive list of subjects in the social welfare field with which the Commission has concerned itself.<sup>2</sup> The subjects thus examined included advisory assistance to governments in establishing community welfare centres intended to encourage community self-development activities and the training of local welfare personnel; social defence, that is techniques useful in the prevention of crime and treatment of offenders; studies in the financing of housing; and advisory social welfare services. The discussion was confined to an exchange of views and no departures were made from established policy in any of these questions. At the time this article was written, the sixteenth session of ECOSOC had not yet discussed the Commission's report.

## Regional Economic Commissions

There are three regional economic commissions: the Economic Commission for Europe (ECE), the Economic Commission for Latin America (ECLA), and the Economic Commission for Asia and the Far East (ECAFE). The seventh session of the General Assembly in December 1952 passed a resolution commending the work of ECAFE and ECLA in trade promotion and development; suggesting that activities in the latter field should be intensified; and taking note of the part which the ECE could play in the development of under-developed countries through co-operation with the other two commissions.<sup>3</sup>

## Economic Commission for Europe

ECE consists of European states, both members and non-members of the United Nations, and the United States. Despite political difficulties, the Commission and its technical committees have performed useful work. The Coal Trade Sub-Committee has made quarterly recommendations for the equitable allocation of declared export availabilities. The Inland Transport Committee has been concerned with important questions concerning invest-

<sup>1</sup>See "Aid for Children" pp. 37-38; "World Social Situation", pp. 38-39.

<sup>2</sup>Further details and references to documentation may be found in Document E/2437 Social Commission; Report of the Ninth Session.

<sup>3</sup>See *Canada and the United Nations 1951-52*, pp. 89-92.

ments, rates, costs, co-ordination of transport, international comparability of transport statistics and the drawing up of a general agreement and standard set of rules for road transport.

In order to explore the possibility of expanding East-West trade in Europe, the ECE sponsored consultations among trade experts which took place in Geneva in April 1953. It is reported that in bilateral discussions some useful exchanges took place, but since consultations are to continue in national capitals it is not yet clear what increase in trade may follow.

The Commission held its eighth session in Geneva March 3-18, 1953. Canada, while not a member, follows the proceedings closely and a Canadian observer usually attends the meetings of the Timber Committee.

### **Economic Commission for Latin America**

ECLA is made up of the countries geographically situated in the area plus France, the United Kingdom and the United States. Canada is not a member, but in view of its substantial trade with the area has a general interest in the work of the Commission.

At its fifth session in Rio de Janeiro (April 9-25, 1953) the Commission made a general review of its activities. Emphasis has been placed on projects leading directly to practical action and there has been increasingly close co-operation with member governments on the economic problems of their countries. An important study of the iron and steel industry was undertaken and during the year the Commission issued its fourth *Economic Survey of Latin America*. For the first time the survey gave an analysis of Latin American gross product and its rate of growth.

### **Economic Commission for Asia and the Far East**

The full members of ECAFE include the main countries of the area, the U.S.S.R., the United Kingdom, the United States, the Netherlands and France. In April 1953 Afghanistan became a full member and in 1952 Japan was admitted as an associate member.

Increasingly valuable work has been done by ECAFE in trade promotion, and assistance to governments in their plans for industrial development, flood control, inland transport and the development of cottage and small scale industries. The annual *Economic Survey of Asia and the Far East* and the quarterly *Economic Bulletin* published by the Commission fill an important statistical need in the area.

The ninth session of ECAFE was held in Bandung, Indonesia February 6-14, 1953 and a conference on trade promotion, the second of its kind under ECAFE auspices, took place in Manila in February and March 1953.

Canada is not a member of the Commission, but as a participant in the Colombo Plan and the United Nations Expanded Programme of Technical Assistance is particularly interested in the Commission's work at this time. It has thus become customary for a Canadian observer to attend ECAFE meetings.

### III SPECIALIZED AGENCIES

#### Purposes and Objectives of the Specialized Agencies

One of the commitments member states assumed in signing the Charter of the United Nations in 1945 was to work for "the conditions of stability and well-being which are necessary for peaceful and friendly relations among nations". For this purpose they undertook to promote amongst other things "higher standards of living, full employment and conditions of economic and social progress and development; solutions of international economic, social, health and related problems; and international cultural and educational co-operation".

In the ensuing eight years the Specialized Agencies have been the chief instruments through which member states have pooled their efforts and resources in seeking to attain these ends; many of them in some measure continuing and broadening the work of pre-war organizations in the same field. Ten Specialized Agencies are now in operation, each carrying on specific economic or social activities according to the functional purpose for which it was created; each operating on the basis of a separate constitution and independent budget; and all of them maintaining close co-ordination with the Economic and Social Council and with each other on the basis of formal agreements with the United Nations. The work of the individual organizations is described in separate articles included in this section.

The Specialized Agencies have played a considerable role in facilitating international co-operation. It had been hoped that this would be achieved on a universal basis but the Soviet Union and its satellites have in most cases either not joined the Specialized Agencies or have participated for a short period and then withdrawn. The importance of the Specialized Agencies now lies therefore more in the part they play in resolving differences among free nations and enabling them to draw closer together in the pursuit of common objectives in the economic and social field.

Canada has played an important part in helping to establish and develop the Specialized Agencies. Among the amendments submitted to the San Francisco Conference by the Canadian Delegation and later adopted were several intended to clarify and strengthen the relationship between the Specialized Agencies and the Economic and Social Council. Canada has joined all the Specialized Agencies and has participated fully in the planning and execution of their programmes. In general, the position of the Canadian Government has been that the Specialized Agencies should plan their work according to priorities of urgency and effectiveness; that they should not allow these programmes to grow beyond the extent of available resources; that they should co-ordinate their activities amongst themselves and with the United Nations and that they should demonstrate techniques, give guidance and generally stimulate national efforts rather than engage themselves in direct operations.



One of the Specialized Agencies — the International Refugee Organization (IRO) — terminated operations on January 31, 1952, after performing a major postwar task of helping re-settle almost a million refugees and displaced persons. Conventions for two other Specialized Agencies have been drawn up but have not received a sufficient number of ratifications to bring the organizations into existence. One of these is for the establishment of an Inter-Governmental Maritime Consultative Organization (IMCO), which would be concerned with technical matters affecting international shipping. The other would be for the International Trade Organization (ITO), whose objectives are being pursued at conferences of the contracting parties to the General Agreement on Tariffs and Trade (GATT). Canada has ratified the IMCO Convention and is one of the original GATT signatories.<sup>1</sup>

Some of the Specialized Agencies, notably the International Telecommunication Union (ITU), the Universal Postal Union (UPU), the International Civil Aviation Organization (ICAO), the World Health Organization (WHO), and the International Monetary Fund, are mainly functional in their operations. They serve to facilitate the ordinary dealings, as well as the commerce and communications amongst nations of the world, by establishing uniform practices and removing difficulties in their technical fields. Others, particularly WHO, the International Labour Organization (ILO), the Food and Agriculture Organization (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), and the International Bank are also concerned to some extent with the adoption of standard procedures but consider themselves as well to have a major purpose of contributing to the improvement of the economic and social conditions of the people of the world.

By now the Specialized Agencies have largely passed through the formative stage and are setting forth on long-range programmes. Most of them have reached the situation also where, in addition to achieving bilateral co-operation with other Specialized Agencies, they are able to make progress in broader schemes of co-ordination. This results principally from the development of appropriate machinery in the form of the Administrative Committee on Co-ordination, and from the growing practice of direct consultation. The principal co-operative undertaking has been the United Nations Expanded Programme of Technical Assistance in which WHO, ILO, FAO, UNESCO and ICAO have participated. Consultations have gone forward this year on a concerted programme of action in the social field to be undertaken by the United Nations and Specialized Agencies, and in addition attention is being given to co-operation by the Specialized Agencies concerned on questions relating to housing, the needs of children, productivity and manpower.

The problem encountered by most of the Specialized Agencies is that the responsibilities they have assumed are so vast and the opportunities for useful work are so numerous that great difficulty is experienced in setting limits and priorities for their programmes and plans. This had to be done, however, since the past year or so there has been a marked unwillingness on the part of some member

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 106, 108.

countries to continue to support yearly increases in the budgets of the Specialized Agencies. A strong conviction has been encountered in recent meetings — and the view is shared by the Canadian Government — that the Specialized Agencies should concentrate on those undertakings which will have the most significant and far-reaching results, and that it is only through such concentration of effort that the Specialized Agencies can do the most good.

## **Food and Agriculture Organization**

As a member of the Council of the Food and Agriculture Organization (FAO) and of its Committee on Commodity Problems, Canada has shared fully in the work of the Organization. A number of Canadian technicians continued to take a part in its activities, both as members of the regular staff and through temporary assignments under the Expanded Programme of Technical Assistance.

A recent review of the state of agricultural production shows that aggregate world production of food and other agricultural commodities, including timber, has been almost restored to the pre-war level per head of population. But while in some regions, notably North America, parts of Latin America, Western Europe and the Near East, the per capita production of food is now substantially higher than pre-war, in the Far East and Southeast Asia, with a population of 1,223 millions, it is still only 85% of its pre-war level. The gap between the best and the worst nourished of the world's peoples therefore is actually widening. Though the stocks of some commodities in North America are accumulating, the requirements of the deficit areas are too large to be met to more than a limited extent by imports and more rapid gains in production in these areas must be obtained before the nutritional situation can be improved.

Consideration has also been given by FAO to the problems of emergency food reserves. Acting on a directive from the Conference, the Council has assigned two working parties of experts to study means whereby emergency food reserves might be established and made available to member states when necessary. Their report will be considered by the Conference meeting in November, 1953.

While the regular routine activities such as the collection and compilation of statistics and other information continue to be an important function of the Organization, by far the greater part of the resources at the disposal of the Director-General are devoted to technical assistance projects. Many of these form part of the Organization's regular and continued activities. They are supplemented by special short-term projects based on agreements with recipient countries. In order to train local personnel in the under-developed countries to continue work begun by visiting experts, emphasis has been placed on training centres and seminars and fellowships for study abroad.

The Technical Assistance Programme is chiefly devoted to long term projects, but some results are already apparent in the form of increased production. One of the most outstanding achievements is the hybrid seed-corn programme. The introduction of hybrid seed-

corn into participating countries has so far cost FAO \$40,000 but the resulting increase in the corn crop of Western Europe alone in 1952 is estimated at \$24 million. Other accomplishments include the control of livestock diseases and increased production of animal protein in nutritional deficit areas through the development of fish ponds.

## **The International Bank for Reconstruction and Development**

After the admission of Japan, the Federal Republic of Germany, and the Hashemite Kingdom of Jordan, the total subscribed capital of the International Bank for Reconstruction and Development stood at US \$9,036,500,000. During the twelve months ending June 30, 1953, loans were made for developmental purposes to nine member governments. In part, funds required by the Bank were raised through the flotation of new bond issues in the United States and Switzerland; other funds were made available to the Bank through the further release of capital subscribed by some member governments.<sup>1</sup>

### **Bank Lending 1952-1953**

During the period July 1, 1952 to June 30, 1953, the Bank made ten loans amounting to U.S. \$178,633,464; since its inception, the Bank has made loans in the aggregate of U.S. \$1,590,766,464, of which \$1,103,261,115 had been disbursed up to June 30, 1953.

On July 8, 1952, the Bank made a seven-year, 4  $\frac{1}{8}$ %, loan of \$1.3 million to Peru: the purpose of this loan was to provide for the import of agricultural equipment, to improve methods of agricultural production, and to reclaim old and new land for cultivation.

On July 8, 1952, a twenty-year loan of \$50 million, bearing interest at 4  $\frac{3}{4}$ % was made to Australia. The purpose of the loan was to assist the importation of capital goods and equipment needed for developments in agriculture and land settlement, coal mining, iron and steel production, electric power, railways, road transport, production of non-ferrous metals and industrial minerals, and manufacturing industries.

A loan of \$25 million was made to Colombia on August 26, 1952: maturing in twenty-five years, this loan bore interest at the rate of 4  $\frac{3}{4}$ % per annum. As part of a programme being carried out by Colombia to improve the national railroads, \$20 million of the loan was intended to help build a railroad in the Magdalena River Valley; the remainder was to be used for the building and equipping of railroad shops in Bogota.

On August 26, 1952, a loan in various European currencies equivalent to \$854,000 was made to Iceland to help finance the construction of a nitrogen fertilizer plant; this loan was for a term of seventeen years and carried interest at the rate of 4  $\frac{3}{4}$ %.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 95-98.



On November 13, 1952, a loan of 18,000,000 Swedish kronor (\$3,500,000) was made to Finland for modernization and expansion of wood products industry: maturing in eighteen years, this loan bore interest at the rate of  $4\frac{3}{4}\%$ .

A loan of \$31.5 million to assist in the expansion of iron and steel production in India was made on December 18, 1952: this fifteen-year,  $4\frac{3}{4}\%$ , loan was made to the Indian Iron and Steel Company, Ltd. Another loan was made to India on January 23, 1953: the second loan, \$19.5 million, was made to assist in the further development of the Damodar River Valley. Based on a term of twenty-five years, with interest at  $4\frac{7}{8}\%$ , the loan was intended to assist the construction of projects designed to protect the area against floods, to expand electric power capacity, and to build canals for irrigation and transportation.

On February 11, 1953, a loan in ten European currencies equivalent to \$30 million was made to Yugoslavia: maturing in twenty-five years, the loan bore interest at the rate of  $4\frac{7}{8}\%$ . Twenty-seven key projects in seven sectors of the Yugoslavian economy were expected to benefit from this loan: electric power generation and distribution, coal mining, extracting and processing of non-ferrous metals, iron and steel production, manufacturing industries, forestry, and transportation, were among the groups affected.

On March 11, 1953, a loan of \$14 million was made to Northern Rhodesia. This loan, which was guaranteed by the United Kingdom, was for a term of nineteen years and bore interest at the rate of  $4\frac{3}{4}\%$ . Intended to assist a three-year development programme being undertaken by the Rhodesia Railways, the funds were to be used for the purchase of new equipment and to help build a new rail connection to the sea.

On April 30, 1953, a loan of \$3 million was made to Brazil to finance highway projects; this loan was for a term of five years and carried interest at  $4\frac{1}{4}\%$ .

## Technical Assistance

The general survey mission has continued to be the chief method by which the Bank has provided technical assistance to its members. Survey missions were sent to British Guiana, Nicaragua, and Jamaica. The Bank also continued to provide help at the request of member governments in implementing mission recommendations. In Colombia and Nicaragua members of the Bank's staff were stationed for extended periods to work directly with the governments; staff members or outside consultants also made brief visits to advise on specific problems such as the organization of a development bank, or the marketing of domestic securities. Technical investigations and advice were also furnished to member countries that had not been visited by a general survey mission; The Philippine Islands, Dominican Republic, Ethiopia, and Lebanon, were among these countries. The Bank has also worked with the United Nations Technical Assistance Administration on several projects. In Panama, the Technical Assistance Administration and the Bank have undertaken to provide assistance in fiscal and public administration, and

fiscal policy and agricultural credit, respectively. In Ceylon, the Technical Assistance Administration and the Bank expect to join in sponsoring, together with an appropriate local organization a Technical Research Institute to aid in industrial development. During the period, more than forty member countries and dependencies were visited by Bank missions.

### Financial Activities and Resources

Since April 1, 1952, Austria, Belgium, Canada, Denmark, France, Germany, Italy, Netherlands, Norway, Sweden, and the United Kingdom, have agreed to the release of amounts equivalent to U.S. \$63,352,150 from their local currency subscriptions — the so-called 18% funds — for disbursements on loans. Canada has made available to the Bank, for lending and relending, the whole of the original Canadian dollar subscription to the Bank's capital, amounting to Canadian \$58.5 million. Belgium has agreed that the Bank may relend \$3.5 million of its 18% funds as they are repaid by borrowers, or recovered through sales of securities from the Bank's portfolio. In February, 1953, the United Kingdom agreed to make funds available from its 18% capital subscription — up to £60 million (\$168 million) — for lending by the Bank to Commonwealth countries in the Sterling area; these funds were to be disbursed by the Bank over a period of at least six years on projects mutually accepted by the Bank and the United Kingdom.

Three new bond issues were floated by the Bank during the twelve months ending June 30, 1953. On October 9, 1952, an issue of \$60 million, 3 ½%, nineteen-year bonds, due October 15, 1971, was offered in the United States; this issue was priced at 98% to yield 3.65%. The offering was made through a nationwide group of 139 banks and investment firms headed by the First Boston Corporation and Morgan Stanley & Company. On November 11, 1952, an issue of Swiss franc 50 million (\$11,634,671), 3 ½% ten-year bonds, due December 1, 1962, was offered in Switzerland. The managers of the syndicate offering the bonds were the Credit Suisse, the Swiss Bank Corporation, and the Union Bank of Switzerland. On June 10, 1953, an issue of Swiss franc 50 million, 3 ½%, fifteen-year bonds, due July 1, 1968, was also offered in Switzerland by the same banking group.

On February 15, 1953, the Bank retired \$10 million of its 2% serial U.S. dollar bonds of 1950 which matured on that date. On March 1, 1953, the Bank retired Sw.Fr. 5 million of its 2 ½% Serial Bonds of 1950 which matured on that date. The total of the Bank's issues now outstanding is equivalent to \$568,008,673, of which \$500,000,000 is denominated in U.S. dollars, the remainder is in Sterling, Swiss francs, or Canadian dollars.

### The International Monetary Fund

During the twelve-month period ending June 30, 1953, activities of the International Monetary Fund have been mainly concerned with: (1) the first consultations on exchange restrictions retained by member governments under the so-called, postwar, transitional-period

arrangements; (2) the introduction of a stand-by arrangement under which members could have recourse to the Fund's resources; (3) a study of retention quotas and similar devices arising from the experience of member governments particularly in Europe; (4) changes in the par values of currencies and in exchange systems.<sup>1</sup>

### Article XIV Consultations

The Fund entered into its sixth year of operations on March 1, 1952. That date was of more than passing interest because, for the forty-four countries then maintaining exchange restrictions under the transitional period arrangements of Article XIV, it marked the beginning of required, annual consultations with the Fund. Much of the activity in the Fund during the period under review arose from these consultations. At issue was the central question: were the retained restrictions justifiable. The focal points of interest were: the balance-of-payments position and prospects of the member countries, and the extent to which discrimination was present in their exchange restrictions. The Fund did not consummate the Article XIV consultations with all of the affected governments during 1952; only in one instance, Belgium-Luxembourg, did the Fund conclude that a relaxation of restrictions was feasible and ask the members to reconsider the necessity for them.

### Use of the Fund's Resources

Although exchange transactions with member governments remained at a modest level, the Fund continued its efforts to improve its procedure for accommodating member requirements. On October 1, 1952, the Executive Directors announced that the Fund would be prepared to consider requests for stand-by arrangements. Limited to periods of not more than six months — although they are renewable — the stand-by arrangements grant, in effect, an option to a member government to purchase limited amounts of other currencies from the Fund. In addition to the usual service charge payable in the event of an actual purchase of currencies from the Fund, a charge of  $\frac{1}{4}$  of 1 per cent was established for this stand-by service. Stand-by arrangements have been entered into with Belgium (U.S. \$50 million) and Finland (U.S. \$5 million). One June 26, 1953, pending a review of the Fund's schedule of charges on purchases of exchange, the Executive Directors decided that the lowered schedule — put into effect on December 1, 1951 — should be continued for an additional four months, until October 31, 1953.

Exchange transactions during the period aggregated U.S. \$70.75 million; Turkey purchased U.S. \$10 million for Turkish liras in July, 1952; Australia purchased U.S. \$30 million for Australian pounds in August; Finland purchased U.S. \$4.5 million in December, and — under its stand-by arrangements — another U.S. \$2 million in January, and U.S. \$3 million in May, 1953; Brazil purchased U.S. \$18.75 million in March, 1953; Bolivia made a purchase of U.S. \$2.5 million in May. During the Fund's fiscal year ending April 30, 1953, seven members repurchased amounts of their own currency — about U.S. \$185 million — from the Fund for gold and dollars.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 98-101.



### **Retention Quotas**

As the result of a resolution adopted at the Seventh Annual Meeting of the Board of Governors — held in Mexico City — the Executive Directors made a special study of dollar retention quotas and other similar practices in member countries. Under these practices exporters are allowed by the exchange control authorities to retain part of their foreign exchange proceeds, or rights to import certain commodities are granted to them. In the view of the Fund, member governments should, as soon as possible, remove these retention quotas and similar practices, particularly where they lead to abnormal shifts in trade which cause unnecessary damage to other countries. Consultations with each of the affected member governments have been started by the Fund.

### **Other Consultations with Member Governments**

In February, 1953, Brazil consulted the Fund regarding the establishment of a free exchange market for capital and so-called invisible transactions. After consulting the Fund, on April 9, 1953, Greece eliminated its multiple currency practices and adjusted the official exchange rate from 15,000 drachmas to 30,000 drachmas per U.S. dollar. Other changes to their exchange systems were submitted to the Fund by China (Taiwan), Costa Rica, Finland, Iceland, Paraguay, Philippines, and Thailand. On November 24, 1952, the Executive Directors approved a Canadian proposal to increase subsidies to gold producers for the year 1953. On January 30, 1953, an initial par value for the Deutsche mark of 4.20 marks per U.S. dollar was agreed by the Fund with the Federal Republic of Germany. On April 29, 1953, the Fund accepted an initial par value for Austria of 26 schillings per U.S. dollar; at the same time Austria discontinued its multiple currency practices. In May, the Fund accepted an initial par value for the Japanese yen of 360 yen per U.S. dollar, and concurred in a change in the par value in the Bolivian currency from 80 bolivianos to 190 bolivianos per U.S. dollar.

### **Membership of Fund and Bank**

The admission of Japan, the Federal Republic of Germany, and the Hashemite Kingdom of the Jordan, brought the membership in both the International Bank for Reconstruction and Development and the International Monetary Fund up to fifty-four countries during the twelve months ending June 30, 1953. Reflecting the enlarged membership, the number of Executive Directors in both institutions was increased by two at the Fourth Regular Election held at the Seventh Annual Meeting of the Board of Governors.

### **Canadian Representation on Fund and Bank**

Canadian representation in the Fund and Bank has remained unchanged. Mr. D. C. Abbott, Minister of Finance, continued to represent Canada on the Board of Governors of both the Fund and the Bank. Mr. G. F. Towers continued as Alternate Governor of the Fund, and Mr. J. J. Deutsch continued to serve as Alternate Governor of the Bank. Re-elected at the Seventh Annual Meeting, Mr. L. Rasminsky continued to be Executive Director for Canada of both the Bank and the Fund, while Mr. G. Neil Perry continued as Alternate Executive Director for both institutions.



FAO PHOTO

Mr. Michael W. Miller, a Canadian agronomist with the FAO mission in Ethiopia, shown demonstrating to an Ethiopian farmer the strength of flax fibre grown from imported seed.





## International Civil Aviation Organization

During the year 1952-53, the International Civil Aviation Organization (ICAO) maintained a steady pace in its varied activities along channels and according to working methods which had been developed during the seven years of its existence. The major meeting held during the year was the seventh session of the ICAO Assembly, which began in Brighton, England on June 16, 1953 and was still in session at this writing. This session of the Assembly was the first since 1950 to undertake a review of the general policies, performance, and working methods of the Organization in all its fields of activity.<sup>1</sup>

During the year the membership of the Organization increased by three, the Republic of Korea, Liberia and Honduras having adhered to the Chicago Convention. There are now 60 Contracting States in ICAO. The application of Japan for membership in the Organization, received the approval of the United Nations on November 7, 1952 and of the Assembly of ICAO on July 1, 1953. It is expected that Japan will become a party to the Convention in the near future.

The Assembly elected a new Council for a three year term. Canada was re-elected to the 21-member Council which contains two new members, Norway and Lebanon. These two States have replaced Iraq and Denmark.

In the technical field, the adoption of International Standards and Recommended Practices for Aeronautical Information Services as Annex 15 to the International Civil Aviation Convention, on May 15, completed the basic pattern of technical and operating standards which ICAO has been developing over the years. During the last year, emphasis was placed on the implementation by Contracting States of these International Standards and of approved regional plans for air navigation facilities and services. The Assembly reviewed carefully the performance and working procedures of the Organization in this field and several important resolutions were adopted which are designed to improve the efficiency of the Organization.

ICAO was extensively engaged during the year in a large number of technical assistance projects closely related to its technical work. During the year requests for assistance were received from 27 countries. At the end of 1952, 68 experts were either on missions or had just completed them.

In the economic field, the Organization conducted several important studies into various aspects of international air transport. The Assembly recognized that conflicting national interests had so far made it impossible to progress towards the conclusion of a universal multilateral agreement on the exchange of commercial rights (that is rights to operate international commercial air services). It formally re-affirmed, however, that a multilateral agreement remained the goal towards which the activities in the economic field should be directed, and decided to explore the possibilities of making progress along more limited lines. In this regard,

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 101-103.

ICAO will study in consultation with the Council of Europe the possibility of convening a conference of Western European states to work out methods of improving commercial and technical co-operation among their respective airlines and to achieve closer economic co-operation, possibly by an exchange of commercial rights.

The major achievement during the past year in the legal field was the completion of a Convention on the Damage Caused by Foreign Aircraft to Third Parties on the Surface (opened for signature at Rome on October 7, 1952). To date nineteen states (not including Canada) have signed this convention.

## **International Labour Organization**

The International Labour Organization (ILO) was established in 1919 as an autonomous institution associated with the League of Nations. In 1946 an agreement was signed between the United Nations and ILO which recognized the responsibility of the latter in the field of labour and social conditions. The constitutional structure of the ILO is unique among the Specialized Agencies, as the representatives of labour and management, as well as of governments, join in determining its policies and guiding its activities. The General Conference, which meets once a year, is the policy-making organ; the Governing Body of 32 members is the executive council. Canada holds one of the eight seats assigned to countries of chief industrial importance. The International Labour Office, in Geneva, is the permanent secretariat of ILO. In securing agreement to international standards, among the principal matters with which the Organization concerns itself are regulation of hours of work, industrial relations, social services, welfare activities, wages, and the regulation of the labour supply and the prevention of unemployment. A great deal of work in recent years has been carried on in co-operation with the United Nations Expanded Programme of Technical Assistance.

The 36th General Conference of the ILO, held in Geneva in June, 1953, and attended by government, employer and worker delegates from 58 of the 66 member countries, reviewed in detail the problems faced by the organization. Final approval was given to two formal recommendations; one calling for national action to establish 16 as the minimum age for admission to employment underground in coal mining; and the other proposing a series of measures to protect the health of workers in places of employment. Approval of these brought to 97 the total of such recommendations adopted by the Conference since the establishment of ILO in 1919. These recommendations will be brought to the attention of member governments formally for their consideration and possible action.

No new conventions were added during the year to the 103 which are now in force and which form a broad international standard in the labour field. The latest three conventions drawn up were those adopted at the 35th session of the Conference in mid-1952, relating to social security, maternity protection and holidays with pay in agriculture. All conventions are open to ratifica-

ation by member countries, and ratification carries with it the obligation of bringing existing laws and regulations into line with the standards specified. Canada has ratified 18 conventions, principally on maritime questions.

The 36th Conference approved an amendment to the Constitution increasing the size of the Governing Body from 32 members to 40, subject to ratification by member countries as an amendment to the Constitution. The Conference also gave attention to a study prepared on the organization and operation of national labour departments, and considered ways in which improvements could be achieved. A budget of \$6,556,887 was adopted by the Conference for 1954. The Canadian share of this is set at 3.98 per cent or \$260,964. For 1953 the ILO's budget is \$6,301,000 of which Canada pays \$257,470.

As a means of contributing to higher standards of living the ILO continued to give special attention to the problem of increasing world productivity. More than 55 per cent of the work it did in the technical assistance field was concerned with vocational training and with training in industry in under-developed countries. Another 10 per cent was in the related area of manpower problems. Amongst specific projects were the following: a manpower survey in Ceylon to aid in economic planning; a training programme in Pakistan to teach nationals to operate earth moving machinery and to maintain road transport services; introduction of training within industry techniques in Israel; help in establishing a government employment service in Peru; assistance with the organization of a labour department in Liberia; and arrangements for Yugoslav workers to obtain on-the-job training in industrial establishments of other countries. In addition ILO manpower and training missions were sent to Bolivia, Brazil, Burma, Ceylon, Colombia, Costa Rica, Guatemala, Indonesia, Iran, Israel, Italy, Jordan and Turkey.

Much of ILO's work in the field and otherwise was carried out in co-operation with other United Nations bodies. For example, it assisted with the vocational and handicraft elements of a UNESCO project for the reorganization of the educational system of Thailand; it co-operated with the United Nations, WHO, FAO and UNESCO in a project designed to improve the working standards of the indigenous populations in Bolivia, Ecuador and Peru. In Burma it shared with the United Nations in a joint survey which led to the development of pilot projects for increasing productivity in a number of industries. It also consulted WHO on questions of social security and maternity protection and with FAO on problems of agricultural labour.

During the period under review there were meetings of five ILO Industrial Committees. These Committees, to all of which Canada belongs, study ways of improving conditions and procedures within individual industries and make recommendations to the Governing Body. The Metal Trades Committee concerned itself with work on human relations in metal working plants and with productivity in the metal trades. The Iron and Steel Committee dealt with a study on maintaining employment in the event of a recession in the demand for steel. The Chemical Industries Committee carried



on work in connection with vocational training, hours of work and the classification of dangerous substances. The Petroleum Committee took action on items before it concerning principles used in determining wages in the petroleum industry and in the operation of social services. The Textiles Committee concerned itself primarily with the question of guaranteed wages in the textile industry and with textiles in international trade.

## International Telecommunication Union

The year 1952 was an important one in the history of the International Telecommunication Union (ITU). Organized in its present form in 1947, the Union is the direct successor of the various international bodies which since 1865 have been concerned with the regulation of telegraph, telephone and radio services.<sup>1</sup> On October 3, 1952, the Plenipotentiary Conference, which is the supreme body of ITU, opened in Buenos Aires. Under the terms of the ITU Convention of October 2, 1947, the Plenipotentiary Conference is required to meet once every five years for the purpose of studying the report of the Administrative Council on the activities of the Union; examining the accounts and establishing the budget; and electing the members of the Administrative Council for the next five years. But the main task of each Plenipotentiary Conference is to consider whether any revision of the Convention of the Union is necessary. Previous such conferences had been held in Madrid and Cairo before the war and in Atlantic City in 1947, when the Convention now to be revised was drawn up.

The Buenos Aires Conference in 1952 was faced with a large number of proposals for the revision of the Convention. The most far-reaching changes it has adopted are those dealing with the Administrative Council, which supervises the administration of the financial affairs of ITU and is responsible for the scheduling of the various technical conferences. The Administrative Council has now been provided with additional duties of an administrative nature in order to permit smoother functioning of the ITU between Plenipotentiary Conferences. The Council can now conclude, on behalf of the Union, temporary working agreements with international organizations and with the United Nations, which, however, must be submitted to the next Plenipotentiary Conference for confirmation. A new Council of 18 members has been elected for the next five years. Elected to the Council in 1947, Canada has now been re-elected.

The Conference confirmed the decisions of the Extraordinary Administrative Radio Conference (EARC) which met at Geneva in 1952. This should expedite implementation of the EARC agreement and should eventually improve the use of radio frequencies throughout the world. The essential duties of the International Frequency Registration Board have been considerably enlarged by the Conference to include the recording of frequency assignments in accordance with any decisions that may be taken by competent

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 109-110.

conferences of the Union. Since telecommunications is an expanding field, the Plenipotentiary Conference, in order to meet the cost of the projects now planned, has raised the ceiling on expenditures, which had been set at 4,000,000 Swiss francs (about \$920,000 Canadian) by the Atlantic City Conference. A budget of 6,177,355 Swiss francs was approved for 1953 and the ceilings on ordinary expenditures for the succeeding four years were set at figures fluctuating slightly above and below a mean of 6,000,000 francs. The Plenipotentiary Conference concluded its work by unanimously approving the Buenos Aires Convention replacing the existing Atlantic City Convention. Canada has signed subject to ratification. The new Convention will become effective January 1, 1954 for those who have ratified it.

The eighth session of the ITU Administrative Council convened in Geneva, the headquarters of the Union, on May 2, 1953. Among the items on the agenda was the election of a new Secretary-General of the Union. To replace Dr. Leon Mulatier, the Council chose Dr. Marco Andrada of Argentina, former Secretary-General of the Department of Posts and Telecommunications of his country, who has been, for many years, very active in the field of international telecommunications.

## United Nations Educational, Scientific and Cultural Organization

The seventh session of the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) was held at the Agency's headquarters in Paris from November 12 to December 11, 1952. Three new members, Spain, Nepal and the United Kingdom of Libya, were admitted. On the other hand, the Governments of Poland, Czechoslovakia and Hungary have sent in their notices of withdrawal, and the total membership will therefore remain at 65. (The Soviet Union has never been a member of UNESCO). The membership of the Executive Board of the Agency was increased from 18 to 20.<sup>1</sup>

In future, sessions of the General Conference are to be held biennially instead of each year. The seventh session therefore approved a two-year budget which was set at \$18.7 million. Canada's net contribution for 1953 was \$298,065 (US). The Director-General, Dr. Jaime Torres Bodet, who had requested a \$20,400,000 budget, resigned when the smaller sum was decided upon and his deputy, Dr. John W. Taylor, served as acting head of the Organization until Dr. Luther Evans was appointed as Director-General by an Extraordinary General Session in July, 1953.

The Canadian Delegation at the seventh session of the UNESCO Conference supported the setting up of a Working Party on Future Programme and Development, which was given the task of exam-

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 110-113.

ining the present programme and suggesting a system of priorities intended to make the best possible use of available resources. The recommendations of the party were submitted to member governments for comment and are to serve as a guide in preparing the draft programme for 1955-56.

As part of the 12-year plan of fundamental education adopted at the sixth session a second Regional Centre, for the Arab countries, has been opened at Sirs-es-Layan, in Egypt. In 1952, the first graduation ceremony of the Centre for Latin America, located at Patzcuaro, Mexico, took place and 46 students received their diplomas in fundamental education.

Close liaison has been maintained with the International Bureau of Education on the subject of primary education. A series of regional conferences designed to promote free and compulsory education through measures adapted to local conditions were initiated at the end of 1952. Concrete information and specialized advice were provided by Canada in this field and in that of adult education. An outline of Canadian experience in advancing adult education through the use of mass communications media (press, film, radio and television) was also welcomed.

Under the United Nations expanded programme of technical assistance UNESCO sends additional experts and equipment to under-developed countries. On April 30, 1953 71 projects were in operation in 32 countries and territories and there were 159 experts in the field. Seven of the field experts recruited in 1952 were Canadians and of the 220 Technical Assistance Fellows awarded study grants in this year eight received training in Canada. As part of its contribution to the furtherance of human rights, UNESCO in 1952 made a special study of the political rights of women. It also continued its long-term work on the furtherance of international understanding by the compilation of a scientific and cultural history of mankind and launched a general enquiry into the implementation of principles and methods of education for life in a world community. In the natural sciences, UNESCO is actively engaged with field and information work concerning the arid zone of the world. Canada is participating in the exchange of views on this topic and several Canadians are serving with a scientific panel on arid zone hydrology and hydrogeology.

Under the auspices of the International Music Council, a meeting was held, attended by Canadian representatives, to discuss the place of music in education. UNESCO has accepted the Canadian offer of a travelling exhibition of works by Canadian painters. The UNESCO travelling exhibition of paintings by world-famous artists, after completing its tour of Canada, was sent on to Japan. In Canada a committee has been set up by a group of Canadian voluntary organizations which will publish a periodical entitled *The UNESCO Publications Committee Review* intended to bring information about UNESCO publications to the attention of the Canadian public.



## Universal Postal Union

As one of the oldest international organizations, the Universal Postal Union (UPU) has for 78 years arranged, through international agreements, for the rapid and efficient delivery of mail across international borders and has contributed to the improvement of national postal services throughout the world. In recent years the work of the UPU has been of particular importance to the economically under-developed countries, many of which have sought its assistance in setting up postal services.

Ninety-four member countries now belong to the UPU. The Universal Postal Congress is the general organ of the Union and is usually convened every five years. There is an Executive and Liaison Committee of 20 members elected by the Congress (Canada is not a member) which meets usually once a year and a permanent International Bureau to carry on the administration.<sup>1</sup>

The 13th Universal Postal Congress, which opened in Brussels in May 1952 and continued for two months, was the principal event of the past year. Ninety-one members of the Union attended. The Congress dealt with two technical questions of major importance. One was the controversial problem of the calculation of transit charges on surface mail which had provoked debate at every Congress since the establishment of the Union. This question had been entrusted to a Technical and Transit Committee established in 1939 which was unable to undertake its task because of the war. The Committee was re-established in 1947 (Canada being added as a member) and made a report to the Brussels Congress containing recommendations which were accepted by that body. The second question concerned the basic rates to be applied to the settlement of accounts between postal administrations in respect of air transport. The Congress finally decided on a considerable reduction in long distance letter class airmail rates. At each Congress of the Union the instruments of international postal co-operation are re-examined in the light of new problems and requirements. Basing its discussion on 1,700 proposals received from member governments, the Brussels Congress produced a revised Universal Postal Convention and seven agreements dealing with specific details of international postal procedure. Acts embodying the revisions were signed at the conclusion of the Congress and opened for later ratification by member governments. Canada has signed and ratified the revised Convention. The proceedings of the Brussels Congress had special significance for Canada, since an invitation from the Government of Canada to hold the 14th Congress in Ottawa in 1957 was unanimously accepted.

During the year the International Bureau, which functions as a permanent secretariat, gave opinions on postal disputes between members at their request, and continued to co-ordinate, publish and distribute information. It also served as a clearing-house for the settlement of accounts relating to international postal services, and

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 113-115.

for the exchange of information on the results of research and technical studies made by postal administrations. The increased load of work carried by the Bureau has necessitated arrangements for additions to the Bureau's staff, which heretofore has numbered only 17 persons, and the construction of a new headquarters building in Berne.

During the past year the UPU has co-operated closely with the United Nations and the other Specialized Agencies on matters of common concern. With the International Civil Aviation Organization there have been exchanges of information regarding the cost of international airmail transport and the international transport of dangerous material. The Union has also arranged with the World Health Organization to conduct an enquiry regarding regulations governing the transport of perishable biological materials by post.

## World Health Organization

During the past year the World Health Organization (WHO) continued to make progress toward its objective of reducing the toll of major diseases and of aiding governments in the development of sound and effective health services. The working budget of the Organization for 1953 was \$8,485,095, of which Canada contributed \$268,854. For 1954 the working budget has been increased to \$8,497,700. In addition, WHO plans and directs other programmes for which funds are provided through the United Nations International Children's Emergency Fund (UNICEF) and the United Nations Expanded Programme of Technical Assistance.<sup>1</sup>

Canada has been a member of WHO since the inception of the Organization and has given its work serious attention and support. The Deputy Minister of Health, Dr. G. D. Cameron, served as Chief Delegate for Canada at the Sixth World Health Assembly and Dr. O. J. Leroux, a senior official of the Department of National Health and Welfare, has been designated by Canada as its member on the Executive Board of WHO. A number of Canadians prominent in the medical field are serving in an advisory capacity on WHO panels of experts and a total of 41 Canadians are employed by WHO as members of its internationally recruited staff.

At the Sixth World Health Assembly held in Geneva in May 1953, Dr. Brock Chisholm retired from the post of Director-General after seven years as head of the Organization. Tribute was paid to his great devotion to the work of WHO and to the tremendous contribution he had made to its development and growth. In a farewell address Dr. Chisholm spoke of the fresh hope given by WHO to the millions handicapped by ill health, and he emphasized the importance to the Organization of the broad participation of member governments and of adequate financial support. He also placed

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<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 115-116.

stress on the inter-dependence of individual organizations in successfully laying the economic and social foundations of lasting peace. Dr. M. G. Candau of Brazil, Deputy Director of the Pan-American Sanitary Bureau and previously an Assistant Director-General of WHO, was chosen as the new Director-General.

The Health Assembly also elected Austria, Costa Rica, Indonesia, Iraq, Switzerland and the United States as member states entitled to designate members to the Executive Board. Nepal became a member of WHO and Spanish Morocco an associate member, bringing the total enrolment to 80 full members and four associate members. Nine of these, however, are under communist control and are classed as "inactive"; they no longer participate in WHO operations nor contribute to their cost. The Assembly also considered the financial situation which had faced WHO when pledges for technical assistance fell short of the expected goal and necessitated reduction and re-organization of a number of WHO projects. It reviewed the Organization's activities in those fields in which the need of an international health agency was first manifest. This work, in all of which Canada has shared, includes biological and pharmacopoeial standardization, epidemiological reporting and international quarantine, and the development of international comparability in health statistics. Progress in these fields, previously marked by the adoption of regulations governing use of the International List of Diseases and Causes of Death and by publication of the *Pharmacopoeia Internationalis*, was further advanced in October, 1952, by the entry into force of the International Sanitary Regulations which replace the provisions of thirteen previous conventions and protocols. These regulations, which are designed to provide security against the spread of disease with minimum interference to world travel, were adopted by Canada without reservation.

The Canadian Delegation to the Sixth World Health Assembly expressed approval of the advance made by WHO in the previous year and shared the view that the Organization could look to the future with confidence. Mention was made of the need of maintaining public support through pursuance of policies leading to steady and soundly-based progress and the Delegation suggested certain reductions in the budget estimates which it thought could be made without injuring any of the programmes planned.

During the period under review WHO assisted governments with the development of public health services in a variety of ways: it made health surveys; it initiated rural health centres; it established health demonstration areas and it gave general advice on national and local health problems. In many instances it conducted this work in co-operation with the United Nations and with other Specialized Agencies. WHO continued to direct the medical care and protection of Palestine refugees by providing the Chief Medical Officer to the United Nations Relief and Works Agency for Palestine Refugees and it helped the United Nations Korean Relief Agency to formulate its long-term health programme by sending a team of experts in public health administration to Korea. In its co-



operation with national health administrations, attention was given to nursing, maternal and child health, mental health, occupational health, nutrition and health education. It arranged for fellowships through which specialists of under-developed countries were able to obtain medical knowledge and experience in other countries and it provided assistance to educational institutions in the medical field.

Public interest in the work of WHO was stimulated by the observance of April 7 as "World Health Day". The slogan of the occasion in 1952 was "Health is Wealth" and WHO took the opportunity of showing what improved health had meant to the economy of individual countries. It pointed out that in one region of South Africa the control of malaria increased farm help so much that the land under production was expanded from 700 to 12,000 acres. In another area, malaria control made possible a four-fold increase in crops. A campaign against yaws undertaken by the Government of Haiti which enabled many thousands to return to work resulted in an increase of five million dollars in the national income.

## World Meteorological Organization

During the second year of its existence the World Meteorological Organization (WMO) continued the work it had begun<sup>1</sup> and launched a number of new projects in the meteorological field.

The Executive Committee of the Organization held its third session from September 9 to 27, 1952. This Committee dealt with a large number of technical subjects such as the revision of international storm signals, the use of ocean weatherships for research purposes, atmospheric techniques and the desirability of establishing an international meteorological institute. It examined the arrangements initiated with the World Health Organization, the Food and Agriculture Organization, and the United Nations Educational, Scientific and Cultural Organization. Considerable progress has been made in the WMO technical assistance programme for which \$200,000 has been furnished by the Technical Assistance Administration of the United Nations. Technical assistance in meteorology, which may take the form of scholarship awards, visits from experts, survey projects, etc., has been provided to Indonesia, Yugoslavia and Israel, and applications for aid have been considered from other countries. In 1952 five surveys were undertaken by WMO under the United Nations expanded programme of technical assistance and one project was completed. In the current year, six projects in meteorology have been approved by the Technical Assistance Board. The importance of these projects is by no means narrowly meteorological. For example, the application of meteorology to agriculture is of the greatest value.

<sup>1</sup>See *Canada and the United Nations 1951-52*, p. 117. A more detailed account of Canada's participation in international health activities may be found in the *Annual Report* of the Department of National Health and Welfare.

Forecast, warning and advisory services contribute to increase the food supply. Meteorological services provide information on length of growing season, rainfall, humidity, etc.

Three technical commissions of the World Meteorological Organization have held their first sessions in the course of the past year. The Commission for Maritime Meteorology met in July 1952, in London. In March 1953 the first session of the Commission for Climatology was convened in Washington and a month later in the same city the session of the Commission for Synoptic Meteorology was held. Canada took an active part in all three sessions which were held to examine the practical means by which WMO can improve and expand the scope of meteorological services throughout the world. During the month of January 1953 the Regional Association for Africa held its first session in Tananarive, Madagascar.

A large number of the organs of WMO are meeting in 1953 and Canada will take an even more active part in the work of this Organization. During the months of August and September Canada will be the host country when the Regional Association for North and Central America will hold its first session in Toronto. The members of this Association are Canada, Bermuda, France, and the United States. The Technical Commissions on Aerology and on Instruments and Methods will also convene in Toronto at the same time.

Since the admission of Japan during the last twelve months, WMO now numbers 80 members of which 57 are states and 23 are territories or groups of territories.

## IV DEPENDENT TERRITORIES

### Introduction

There are two distinct classes of territory which are the subject of provisions in the United Nations Charter designed to promote the well-being of dependent territories. The clauses of the Charter which are concerned with these two classes of territory are contained in separate chapters and are of a different kind. There are the "trust" territories, now numbering eleven, all of which with the exception of Somaliland were formerly under League of Nations mandate. These eleven territories are the subject of trusteeship agreements between the individual administering authorities and the United Nations. In addition to the trust territories covered by specific agreements, all other territories whose peoples have not yet attained a full measure of self-government and which are administered by members of the United Nations, are of concern to the United Nations under a declaration regarding non-self-governing territories contained in the Charter. As a result of the obligations voluntarily assumed under this declaration by administering states in respect of their colonies, upwards of sixty non-self-governing territories are the subject of reports to the United Nations.

Chapters XI - XIII of the Charter are concerned with dependent territories. Chapter XI contains the declaration regarding non-self-governing territories mentioned above. This declaration recognizes that the interests of the inhabitants of these territories are paramount and establishes as a "sacred trust" the obligation to promote their well-being and develop self-government. In addition, reports are to be made to the Secretary-General containing certain information on economic, social and education conditions in the territories. This declaration and the responsibilities it implies are the sole provisions of the Charter dealing with dependent territories which are not trust territories. The Charter did not establish a special body to deal with the information submitted by the administering authorities but the General Assembly has appointed a committee on a temporary basis, now known as the Committee on Information from Non-self-governing Territories, which analyzes the information submitted and makes general suggestions concerning improvements which might be made in the various fields covered. It is made up of eight administering states and eight non-administering states.

Chapter XII of the Charter establishes the international trusteeship system, designed to promote the political, economic, social and educational advancement of the inhabitants of trust territories and having as its goal the eventual attainment of self-government by those peoples. The General Assembly approves the agreements while the Trusteeship Council, which was established by Chapter XIII of the Charter as a principal organ of the United Nations, supervises the administration of the agreements under the Assembly's authority. The Council's membership is evenly balanced between administering



and non-administering states and its main functions are to guide the administering authorities in making the reports required of them, to consider these reports, to send periodic visiting missions to the territories and to examine petitions from the native inhabitants.

The General Assembly, in order to discuss questions relating to dependent territories, established the Fourth or Trusteeship Committee, which like other main committees of the Assembly, is a committee of the whole United Nations membership. This Committee considers the reports of the Trusteeship Council and other items relating to trust territories and also deals with the report of the Committee on Information from Non-self-governing Territories. A fundamental difference of opinion regarding the administration of dependent territories exists in the Trusteeship Committee. The majority of the Committee's members consists of non-administering states, some of which have recently emerged from colonial status. Those members which have a sharp recollection of their own history of dependence upon another state are anxious to hasten the independence or self-government of dependent peoples. They contend that the administering powers are proceeding too slowly towards the achievement of these aims. The administering powers on the other hand, certain in their own minds that they are fulfilling the obligations placed upon them by the Charter, claim that they are proceeding in the manner best suited to meet the needs of dependent peoples in the face of the growing difficulties which result from the present world political and economic situation. This basic difference of opinion exists in regard both to trust territories and non-self-governing territories and the pressures exerted on the administering authorities simply take a different form because of the different status which the two groups of dependent territories have under the terms of the Charter. In considering trust territories there has been a tendency on the part of the non-administering states to insist on the supremacy of the General Assembly, where they are in a large majority, over the Trusteeship Council, where the administering and non-administering powers have equal representation. These states hope in this way to exert a greater direct influence on the detailed administration of the trust territories. The Committee on Information for Non-self-governing Territories is not a product of the Charter but rather a Committee created for the convenience of the General Assembly in dealing with the information submitted by the administering states. The critics of the administering members advance the idea, however, that this Committee should exercise functions broadly similar to those which the Trusteeship Council has been assigned in respect of trust territories. These attempts, involving as they do the suggestion that the Committee on Information and the Assembly have the power to examine and discuss political conditions in non-self-governing territories, have been strongly opposed by the administering authorities. Those states consider such attempts to be a violation of the Charter provisions, which clearly differentiate between trust and non-self-governing territories.

Canadian Delegations to the General Assembly have attempted in the past to join with certain other states in trying to bring closer together the opposing views which exist in regard to administration of

dependent territories and the responsibility of the United Nations. It is the Canadian view that although there is no doubt about the overriding authority of the General Assembly regarding trusteeship questions, care should be taken to avoid the Trusteeship Council's becoming a rubber stamp for Assembly decisions. While the General Assembly should decide broad policy it should leave to the Trusteeship Council a reasonable freedom of action in deciding matters of detail. The clear distinction which exists in the Charter between trust and non-self-governing territories should be preserved. If the Committee on Information is to function properly it should examine the information submitted by the administering authorities but should not be regarded as having in any sense the same functions as the Trusteeship Council.

## **Non-Self-Governing Territories**

### **General**

The Committee on Information devoted its 1952 session to a study of basic social conditions in the non-self-governing territories. Discussion in the Assembly on the Committee's report thus ranged over a wide area covering, for example, problems of race relations and other aspects of human rights as well as questions of public health, family and child welfare and labour conditions. Almost immediately the Committee was confronted with the important question of whether discussion of political conditions in non-self-governing territories could take place. This fundamental problem continued to divide the administering and some of the non-administering states throughout both the general debate and the discussion of specific agenda items, the more important of which are described in greater detail below.

### **Renewal of the Committee on Information**

The Committee on Information from Non-self-governing Territories was first established by the General Assembly in 1949 for a three-year term. At the seventh session the following three proposals were introduced regarding the Committee's future:

- (1) that it be renewed for a further period of three years (the Committee's own recommendation);
- (2) that it be continued "for so long as there exist territories whose people have not yet attained a full measure of self-government";
- (3) that it be continued on the same basis "for a further three-year period, and at the end of that period, unless otherwise decided by the General Assembly, to continue the Committee automatically thereafter for as long as there exist territories whose people have not yet attained a full measure of self-government."

From the general debate it was evident that the majority of members favoured the continuation of the Committee on a permanent basis and that a large number would support the second proposal. The administering authorities, however, have always formally reserved

their position concerning the existence of the Committee, on the ground that the Charter does not provide for a systematic examination and criticism by a special body of the information transmitted. In an effort to find a compromise between the position of those advocating permanency and that of the administering states, a majority, including Canada, accepted the third alternative, which would provide for automatic continuation of the Committee on Information at the end of a three-year period unless the Assembly decided otherwise. The administering states voted against this resolution in the Trusteeship Committee and in plenary session the United Kingdom Delegate expressed the view that the resolution had in effect made the Committee on Information a permanent organ of the United Nations. France and Belgium joined the United Kingdom in stating that, unless the resolution were changed, they would refuse to co-operate with the Committee. As a result of this strong opposition, the clause providing for the automatic continuation of the Committee after the first three-year period failed to receive a two-thirds majority and the resolution finally approved by a vote of 53 in favour (including Canada), 2 against, with 3 abstentions, simply continued the Committee on the same basis for a further three-year period. The Canadian Delegation, believing that the Committee performs a most useful function in relieving the Trusteeship Committee from the task of digesting and assessing information, supported the original resolution as the best possible compromise. Later events, however, indicated not only the strong opposition of the administering states but also a tendency on the part of the critics of the administering authorities to enlarge the scope of the Committee's work. For this reason, Canada voted in plenary session against the automatic continuation of the Committee. The composition of the Committee for 1952-53 is eight administering states (Australia, Belgium, Denmark, France, the Netherlands, New Zealand, United Kingdom, United States) and eight non-administering states (Brazil, China, Cuba, Ecuador, India, Indonesia, Iraq, Pakistan).

### **Participation of Non-self-governing Territories in the Work of the Committee on Information**

The Committee on Information had been asked by the sixth session of the Assembly to examine the possibility of associating the non-self-governing territories more closely with the work of the Committee. The Committee was unable to agree on the manner in which this might be done. The Trusteeship Committee discussion of this item centred on a resolution submitted by India, Burma, Indonesia and Pakistan. The resolution included suggestions for participation which had already been inconclusively debated in the Committee on Information and in addition invited the administering members to obtain the comments of the local legislative bodies of the non-self-governing territories on the Committee's work. The resolution also called for a further study by the Committee on Information of ways and means by which inhabitants of territories which have attained a wide measure of responsibility for their internal affairs could be directly associated in the Committee's discus-



sions. The Canadian Delegation supported an unsuccessful attempt to eliminate the provision for this further study on the ground that the question of participation had already been thoroughly examined. However, the most controversial feature—the one providing for the transmission of views by the local legislatures—having been deleted, the Canadian Delegation voted in favour of the final resolution which was approved by a vote of 43 in favour, 11 against and 4 abstentions.

### Factors which Determine a Territory's Status

Although the provisions of the Charter dealing with non-self-governing territories refer to territories which “have not yet attained a full measure of self-government”, there is nothing in the Charter to indicate what is meant by “full measure of self-government”, or how and by whom a non-self-governing territory is to be identified. The question of identifying a non-self-governing territory was met in the early days of the United Nations through certain administering states voluntarily putting forward lists of territories under their control which they considered came under Chapter XI of the Charter and on which they proposed to transmit information. Difficulties began to arise however when administering states decided to stop transmitting information about territories on the grounds that these territories had ceased to be non-self-governing, at least in regard to the conditions on which information had been transmitted. The Netherlands has taken this action in connection with the Netherlands Antilles and Surinam and the United States has just recently announced its intention of doing the same with Puerto Rico. Some of the non-administering states in the Assembly contend that the administering authorities have not the right to decide unilaterally when to cease transmitting information about their territories. In an effort to solve this problem, the sixth session of the Assembly established a tentative list of factors which might be taken into account in deciding whether a territory has or has not fully become self-governing, but made no decision regarding the body competent to reach a decision. Member states were asked to provide a statement of their views on the subject of factors to an *Ad Hoc* Committee which was set up to give further study to the problem and to report to the seventh session.

The *Ad Hoc* Committee, in its report to the General Assembly, gave an extended list of factors but indicated that no enumeration of this nature can do more than serve as a guide in determining whether a territory is fully self-governing. The question of what authority has the right to determine that a territory has reached a stage of self-government where information need no longer be transmitted was thought by the *Ad Hoc* Committee to be outside its competence. During the debate in the Trusteeship Committee, some of the non-administering members suggested that it was the United Nations and not the administering powers which should determine whether a territory has ceased to be non-self-governing. A draft resolution submitted by Burma, Cuba, Egypt, Guatemala, Iraq and Venezuela would have approved the list of factors as a guide

for both the General Assembly and administering states in deciding the status of a territory, recognizing that each case would have to be given special consideration. The preamble to the resolution declared however that the obligation to transmit information remained in force "until such time as the objectives of Chapter XI of the Charter are fulfilled" and the resolution contained a further statement of principle to the effect that for a territory to be deemed self-governing in economic, social or educational affairs, it is essential that its people should have attained a full measure of self-government as referred to in the Charter. Both these declarations were unacceptable to the administering states and to some of the non-administering members, including Canada. As the Canadian Representative pointed out, non-self-governing territories would obviously advance towards self-government by stages and it was highly probable that at a given moment they would reach a stage at which the administering power no longer exercised effective practical control over the social, economic and educational matters on which information was to be submitted. Consequently, the administering power's obligation to submit information would no longer exist but this would not imply the end of its obligation to promote a full measure of self-government in the territory concerned.

The Dominican Republic and Peru made a move to delete the paragraphs to which objection had been made and to establish a new *Ad Hoc* Committee on factors to complete a more thorough study of the problem. The establishment of this new Committee, to which the Canadian Delegation saw no objection, was approved but the resolution in its final form still included the two declarations of principle which in the Canadian view were unacceptable. Canada therefore voted against the resolution, when in the final vote it was adopted by 36 in favour, 15 against and 7 abstentions. Australia, Belgium, Burma, Cuba, Guatemala, Iraq, the Netherlands, the United Kingdom, the United States and Venezuela were appointed as members of the reconstituted *Ad Hoc* Committee. The decision of the Netherlands to stop transmitting information in respect of Surinam and the Netherlands Antilles had been scheduled for discussion at the seventh session of the Assembly. But in view of the fact that the problem of factors had not yet been settled, it was decided to refer this particular case to the *Ad Hoc* Committee in order that it might study the Netherlands' proposal and report to the eighth session of the Assembly.

## Trust Territories

In contrast to the large number of delegations which took part in the general debate on non-self-governing territories, only a score of representatives had much to say on the administration of trust territories as outlined in the Trusteeship Council's report. Interventions on the part of non-administering states were on the whole moderate in tone and gave the administering powers due credit for their efforts. New attempts were made to bring about the increased participation of native inhabitants of the trust territories in the work of the Trusteeship Council and much of the

criticism expressed centred on the actual operation of the Council. Items which had already been extensively discussed by the Trusteeship Committee again formed part of its agenda, chief among these being the Ewe and Togoland unification problem and the question of Administrative Unions. Some of the trusteeship questions which occupied the Committee's time are described in greater detail below.

### Oral Hearings of Native Inhabitants

The Charter empowers both the General Assembly and the Trusteeship Council to accept petitions (either written or oral) from the native inhabitants of trust territories and to examine these in consultation with the administering authorities. The bulk of these petitions have in the past been handled by the Trusteeship Council, which has established special machinery to deal with the large number received. There has however been an increasing tendency for oral petitioners to request hearings before the Trusteeship Committee of the Assembly. While not questioning the right of the petitioners to oral hearings, the Canadian Delegation joined with others at the seventh session in doubting the wisdom of replying favourably to every request. It seemed evident that some sort of criteria should be set (e.g. a prior hearing by the Trusteeship Council) which would enable the Assembly to decide the immediate urgency of a petitioner's problem and thus its importance in relation to other business to be dealt with during the session. An attempt to help develop suitable procedure was made by the Representative of the Dominican Republic, who introduced a resolution calling for the establishment of a sub-committee to study the problem and make recommendations. Unfortunately, although the Canadian and a number of other delegations welcomed this initiative, the general reaction was lukewarm and the resolution was withdrawn. The Committee agreed to grant hearings to representatives of native organizations from the Togolands (Ewe and Togoland unification problem) Tanganyika (Wa-Meru land case), the French Cameroons and Somaliland. The petition from the Wa-Meru, which was perhaps of greatest interest, protested the carrying-out of a re-settlement project of the United Kingdom Government which it was claimed meant the transfer of the Wa-Meru tribe to inferior land in order to make way for European settlers. The Canadian Delegation joined a number of delegations in trying to find some middle ground between those who supported a resolution condemning the administering authority for its action and those who wished to leave the matter as it stood. In the final analysis, none of the various solutions which Assembly members put forward succeeded in obtaining the two-thirds majority required. The debate was not however without result as the United Kingdom announced its intention of calling a round-table conference, including Wa-Meru representatives, at which some of the suggestions advanced in the Assembly would be taken into account.

The experience of the seventh session has shown the necessity for the establishment of some sort of procedure for the more efficient handling of oral petitions. A great deal of the time of the Trusteeship Committee was taken up with these hearings, a fact which



militated against the efficient despatch of other business. In addition, the late arrival in New York of some of the petitioners resulted in the Assembly being unable to give to their cases the time and attention required. It was only possible, in the case of the Somali and Cameroon petitioners, for the Assembly to refer their problems to the Trusteeship Council for consideration. It would appear to be desirable to right this situation as it threatens to disrupt the work of the Trusteeship Committee.

### **Administrative Unions**

Some of the trust territories share a variety of administrative services with adjacent colonies or protectorates of the administering power concerned. The administering states claim that these arrangements are compatible with the trusteeship agreements and that the added efficiency, greater economy, and association with territories in a more advanced stage of political and economic development result in advantages for the inhabitants of the trust territories. The critics of this system express the fear that the sharing of administrative services and in some cases the existence of joint legislative bodies will result in the integration of the trust territory with the adjacent colony and thus jeopardize the right of the trust territory's inhabitants to determine their own political future. The Assembly and the Trusteeship Council have been trying for the past five years to determine whether administrative unions are in fact advantageous or detrimental to the interests of the inhabitants of trust territories. A special committee of the Assembly studied this problem during 1952 and came to the conclusion that, on the whole, the unions have practical benefits although certain reservations were expressed in regard to particular examples. Discussion at the seventh session centred on the advisability of a Brazil-Iraq proposal that the International Court of Justice be asked to give an advisory opinion on the existing administrative unions and their compatibility with the provisions of the Charter and the trusteeship agreements. The administering states argued against a referral to the Court on the grounds that there was no doubt of the legal validity of the arrangements and that any misgivings about the unions must arise from their practical operation, a matter on which the Court would not be in a position to comment. These arguments prevailed, the Brazil-Iraq resolution was withdrawn and the chief result of the Assembly's deliberations was a request to the administering states to submit reports to the Trusteeship Council indicating the advantages derived by the inhabitants of trust territories from administrative unions. Canada supported this decision.

### **- South West Africa**

The *Ad Hoc* Committee on South West Africa, the members of which are Norway, Syria, Thailand, the United States and Uruguay, was reconstituted by the General Assembly on January 19, 1952. The Committee was to continue negotiations with the Union of South Africa regarding means of implementing the advisory

opinion of the International Court of Justice, which had stated in part that, as South West Africa was still under international mandate, the international status of the territory could be modified only by South Africa acting with the consent of the United Nations.<sup>1</sup> It submitted a report to the seventh session of the General Assembly reviewing its negotiations with the Government of the Union of South Africa during 1952 and listing communications received from sources inside and outside the territory. The report indicated that though agreement had been reached on a number of questions, two fundamental points of divergence remained, the first one regarding the form of international supervision to be exercised over the administration of the territory, and the second concerning the appropriate parties to conclude a new instrument which would replace the former League of Nations mandate for South West Africa.

The report indicated that the Committee was prepared to carry on its work and the head of the South African Delegation to the seventh session of the Assembly signified the willingness of his Government to continue the negotiations. Though some Delegations considered that the question should be discussed at the seventh session, it was decided by a vote of 45 in favour (including Canada), 2 against, and 8 abstentions, to continue the mandate of the *Ad Hoc* Committee and request it to report to the eighth session of the General Assembly.

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<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 125-129.

## V LEGAL QUESTIONS

### Codification of International Law

Under Article 13 of the Charter of the United Nations the General Assembly is to "initiate studies and make recommendations for the purpose of... encouraging the progressive development of international law and its codification." In 1947 it established the International Law Commission to assist it in discharging its functions under this article. Its fifteen members serve as individual experts rather than as representatives of states. The Commission has devoted a large part of its time to special tasks assigned to it by the General Assembly within the field of "progressive development" of international law, with the result that it has been prevented from completing the codification projects, which were intended to comprise the major portion of its work.<sup>1</sup>

The outstanding feature of the period under review has been a shift in emphasis in the Commission's work from these special tasks to codification of existing law. However no report of the Commission dealing with a codification project has so far been considered by the Assembly. Certain of these projects still in the drafting stage are of great interest to Canada and other states.

Among the codification projects of the Commission which are attracting world wide attention are two entitled "The Régime of the High Seas" and "The Régime of the Territorial Sea", neither of which has so far come before the Assembly for substantive consideration. The "Régime of the High Seas" covers a broad field<sup>2</sup> and includes the question of the title to the bed of the sea outside of territorial waters, or what has come to be known as the doctrine of the Continental Shelf. The Commission's work on the territorial sea (waters) has increased in importance because of the judgment of the International Court of Justice in the Anglo-Norwegian Fisheries Case.<sup>3</sup> Both questions are of particular interest to Canada because of its having one of the longest coastlines in the world fronting on three oceans.

### The Continental Shelf

The status of the Continental Shelf has been of great interest to international jurists and to governments throughout the world ever since President Truman's proclamation of 1945 by which "the natural resources of the subsoil and seabed of the Continental Shelf beneath the High Seas but contiguous to the coasts of the United

<sup>1</sup>For the statute of the International Law Commission see *Canada at the United Nations, 1947*, p. 244. An account of its first session, including a list of the topics selected for codification, is included in *Canada and the United Nations, 1949*, p. 196.

<sup>2</sup>Topics provisionally included by the Rapporteur: Nationality of Ships, Collision, Safety of Life at Sea, the Right of Approach, Slave Trade, Submarine Telegraph Cables, Resources of the Sea, Right of Pursuit, Contiguous Zones, Sedentary Fisheries, and the Continental Shelf.

<sup>3</sup>Delivered on December 18, 1951. See *Canada and the United Nations 1951-52*, p. 136.



States" were stated to be regarded by the United States as "appertaining to the United States, subject to its jurisdiction and control." This proclamation immediately provoked a world-wide controversy which was stimulated and confused by a number of proclamations from countries of Latin America which asserted sovereignty not only over the shelf, but also over portions of the waters of the high seas.

In its draft articles on the continental shelf,<sup>4</sup> the International Law Commission has recognized that different rules must apply to the shelf itself and to the high seas above it. It has accordingly provided that "the exercise by a coastal state of control and jurisdiction over the continental shelf does not affect the legal status of the subjacent waters as high seas" or of "the air space above the subjacent waters." It also declared the continental shelf to be "subject to the exercise by the coastal state of control and jurisdiction for the purpose of exploring it and exploiting its natural resources." In a commentary on the article so providing, the Commission pointed out that the right of the coastal state existed independently of any formal assertion. In the eight years that have elapsed since the United States proclamation of 1945, there has been wide-spread acceptance of the principle that the coastal state has exclusive rights in the shelf. There continues to be some disagreement however, as to whether the right is enjoyed on the basis of sovereignty or on the basis of effective occupation and control.

One of the major difficulties in dealing with the continental shelf is to define it. While it is true that in many areas of the world there is a comparatively gentle slope of the ocean bottom seaward until a depth of 100 fathoms is reached and thereafter a sharp drop-off or steep decline to great depths,<sup>5</sup> nevertheless the 100-fathom line does not afford a satisfactory limit in all cases, and accordingly the International Law Commission in its first draft has defined the words to include: "The seabed and subsoil of the submarine areas contiguous to the coast, but outside the area of territorial waters, where the depth of the subjacent waters admits of the exploitation of the natural resources of the seabed and subsoil." Other articles include special provisions for submarine cables, and for safety zones to protect navigation (chiefly against collision with oil derricks). Boundaries in the shelf between adjacent states would be settled by agreement or arbitration.<sup>6</sup>

## Territorial Waters

The International Law Commission was requested by the General Assembly in 1949 to include territorial waters in its list of topics to be given priority. At its session in 1950 the subject was assigned by the Commission to Professor J. P. A. Francois of the Netherlands, one of its members, as Special Rapporteur. At this time there was already pending in the International Court of Justice the action brought by the United Kingdom against Norway

<sup>4</sup>Appended as an annex to the Third Report of the Commission, U.N. Document A/1858.

<sup>5</sup>This phenomenon is now generally acknowledged to have resulted from erosion of the shores of the continents during periods of low ocean levels when much of the moisture of the world was congealed in the glaciers of the Ice Ages.

<sup>6</sup>The draft articles are to receive further consideration from the Commission which was in session at Geneva at the close of the period under review.

which involved important issues as to the proper method of computing the base-lines from which territorial waters are measured. Accordingly Professor Francois delayed the submission of his working paper until April 1952. This paper, entitled "Report on the Régime of the Territorial Sea",<sup>7</sup> included a draft regulation consisting of twenty-three articles with comments thereon. It was considered by the Commission at its session in the summer of 1952 and was referred back to Professor Francois for revision in the light of the discussion. The latter completed his "Second Report on the Régime of the Territorial Sea" in February, 1953,<sup>8</sup> and in May, 1953, issued an addendum thereto which included the observations of a group of five experts whom he had consulted on a number of technical questions.<sup>9</sup> At the close of the period under review the International Law Commission was in session at Geneva but had not yet again dealt with this subject.

## Diplomatic Intercourse and Immunities

This topic was one of those which had been selected in 1948 by the Commission for codification. The rules protecting diplomatic envoys are among the oldest rules of customary international law in existence, and may be said to be well-established and universally recognized. The Commission had not considered that the subject required urgent consideration, and up until the last session of the Assembly, had taken no action. However, Yugoslavia requested that there be placed on the agenda of the seventh session of the Assembly its proposal that the Commission be instructed to give priority to the codification of the law on this topic.

In the Legal Committee of the General Assembly, the Yugoslav Delegate asserted that violations of the traditional rights of diplomats by countries of the Soviet bloc, particularly by Hungary, Roumania, and Bulgaria, had assumed such proportions that there was danger "that increased violations of the rules would become the usual practice", and accordingly that there was an urgent need for a re-statement of the law. The representatives of the Soviet bloc denied the accuracy of the facts as alleged by Yugoslavia. It was suggested that the latter's real purpose had been to "air baseless charges upon the strength of the recitals" contained in its draft resolution.

There was a manifest reluctance on the part of the great majority of representatives to conduct a political debate in the Legal Committee, and most delegates confined their observations to the question as to whether priority of consideration by the Commission was in fact desirable, and to two collateral questions (a) whether the Commission should also be asked to expedite the codification of consular immunities and (b) whether the so-called "right of asylum" should be included in the project by an express direction of the Assembly.

<sup>7</sup>U.N. Document A/CN.4/53.

<sup>8</sup>U.N. Document A/CN.4/61.

<sup>9</sup>U.N. Document A/CN.4/61/Add. 1.

Several delegates maintained that consular privileges and immunities did not exist unless they were expressly conferred by convention. Others were prepared to recognize that very limited privileges of consuls were established in customary international law, but maintained that they were closely related to diplomatic privileges and immunities and might very well be referred to by the International Law Commission on its own initiative. A proposal to include an express direction to include consular immunities was defeated by a vote of 13 in favour, 24 against (including Canada), with 13 abstentions.

A cleavage of opinion arose as to what was involved in the so-called right of asylum. The majority of the Latin American states considered that the right of asylum involved the right of a diplomatic envoy to offer sanctuary to a political refugee on diplomatic premises. Many other states, including Canada, held the view that the word "asylum" had a broad meaning, and that the "right" was that of a state to offer sanctuary to an alien who had become a refugee from the country of his nationality. In an effort to resolve the conflict, Colombia proposed an amendment which would have called for the inclusion of the rules relating to "diplomatic asylum." However, the majority of delegates considered that this concept would be embraced within the principles governing the inviolability of diplomatic premises and would have to be dealt with by the Commission in any event. Accordingly, the Colombian amendment was rejected by a vote of 17 in favour, 24 against (including Canada), with 10 abstentions.

The questions of consular immunity and asylum were side issues in a debate concerned primarily with the desirability of codifying the law on diplomatic intercourse and immunities, and the Yugoslav proposal that the International Law Commission be asked to treat it as a priority topic was approved by the Legal Committee and later adopted by the General Assembly by a vote of 42 in favour (including Canada), 5 against (the Soviet bloc), with no abstentions.

## Other Questions

The Legal Committee again considered the questions of international criminal jurisdiction<sup>10</sup> and of defining aggression.<sup>11</sup> After lengthy debates, both questions were referred for further study to special committees set up for the purpose which are to report to the Assembly at its ninth session in 1954. The Legal Committee also considered a report from a special committee on the methods and procedures of the General Assembly for dealing with legal and drafting questions and adopted a resolution designed to ensure that such questions would be referred to the Legal Committee when appropriate.

<sup>10</sup>See *Canada and the United Nations, 1950*, pp. 139-143, and 1951-52, pp. 133-135.

<sup>11</sup>See *Canada and the United Nations, 1951-52*, pp. 132-3.



## International Court of Justice:

### (A) The Ambatielos Case

During the period under review the International Court of Justice delivered two judgments in an action in which Greece sought a declaration that the United Kingdom was obliged to submit to arbitration, pursuant to a treaty of 1886, the claim of a Greek citizen against the Government of the United Kingdom. Mr. Ambatielos had made a contract with the Ministry of Shipping of the United Kingdom by which the latter had agreed to sell to him certain ships which, at the end of the First World War, were still under construction in shipyards at Hong Kong and Shanghai. There had been delay in delivery, default in payment, a mortgage of certain vessels, and a refusal to deliver others. In the meantime, freight rates had fallen and Mr. Ambatielos claimed that he had been financially ruined. However, he was unsuccessful in the courts of the United Kingdom in litigation which had extended over many years, and it was not until 1951 that the action was started by Greece in the International Court of Justice.

In its first judgment of July 1, 1952, the Court held that it had itself no jurisdiction to arbitrate the dispute under the 1886 treaty, but that it did have jurisdiction to declare that the United Kingdom was obliged to arbitrate claims under that treaty. In the second judgment of May 19, 1953, the Court found that the Greek claim was one "based upon" the treaty, and that the United Kingdom was bound to co-operate in the setting up of the commission of arbitration referred to in the treaty.

The second judgment is the more important. The United Kingdom argued that the complaint was that there had been a denial of justice in British courts and that such a claim depended on general principles of international law and was not governed by the treaty of 1886. Greece asserted that its claim was based on this treaty and it relied *inter alia* on a "most favoured nation" clause included therein under which it invoked three other treaties made by the United Kingdom with other countries. Under these treaties collectively the United Kingdom had agreed "to cause justice and right to be speedily administered to the subjects and people of the other party"; to "cause justice and equity to be administered to the subjects and people of each other", "to give free access to the courts of justice", and had reserved "the right to exercise diplomatic intervention in any case in which there may be evidence of 'denial of justice' or 'violation of principles of international law'". The Court held that having regard to the interpretation of these provisions contended for by the Hellenic Government, it must be considered to have presented a claim "based on the provisions of the Anglo-Greek Commercial Treaty of 1886" and that the United Kingdom was under an obligation to arbitrate. The most important contention by Greece was that there was no "free access" to the courts of justice if any evidence was withheld from the court "by the executive branch" of the Government in any case where the government was itself the defendant therein. The validity of this contention remains for decision by whatever body is ultimately called upon to arbitrate the dispute.

## **International Court of Justice:**

### **(B) The Anglo-Iranian Oil Case**

In this action the United Kingdom claimed that the refusal of Iran to arbitrate in accordance with a provision of an agreement of 1933 between the Imperial Government of Persia and the Anglo-Persian Oil Company Limited gave the United Kingdom a cause of action under treaties of 1857 and 1903. The latter contended that by these treaties the Government of Persia had agreed to accord to British nationals a standard of justice which was denied by the refusal to arbitrate. It was common ground that Iran (Persia) had not accepted the compulsory jurisdiction of the Court for all purposes, but only in respect of claims based upon treaties. However, Iran raised a preliminary objection that the Court did not have jurisdiction, since its instrument of acceptance of the jurisdiction of the Court applied only to disputes arising out of treaties made after its date. Although the case attracted world-wide attention (which was enhanced by the personal appearance of Prime Minister Mossadegh on behalf of Iran), the judgment by which the Court denied its own jurisdiction did not deal with any of the substantive issues which had given rise to the litigation. The judgment was given by a vote of 9 to 5 and it is interesting to note that Sir Arnold McNair, United Kingdom member of the Court, was one of the judges who upheld the Iranian objection.

## **International Court of Justice:**

### **(C) The Moroccan Case**

This action concerned the rights of United States nationals in French Morocco. During the nineteenth century a number of treaties with foreign states had established special privileges for foreigners in Morocco. Collectively they gave rise to what was known as the Régime of Capitulations. In 1906 a multilateral treaty known as the Act of Algeciras was signed by a number of powers including the United States for the purpose of regulating for the future the conditions under which the privileges of foreign nationals would be exercised. In 1912, by the Treaty of Fez, France established its Protectorate over Morocco and still later, all other powers (with the exception of the United States) surrendered certain of their treaty privileges with a view to abolishing the Régime of Capitulations. The dispute between France and the United States which gave rise to the action in the International Court was concerned principally with two matters—the right of France to enforce local decrees granting preferential treatment to France in connection with customs dues on importations into Morocco; and the right of United States nationals to submit only to the jurisdiction of United States consular courts.

The Court in its judgment held that it was a principle of the Act of Algeciras that there should be “economic liberty without any inequality” and that, notwithstanding its Protectorate, France had acquired no privileged position in Morocco in economic matters.

Accordingly it was not possible to discriminate against United States importations in favour of those of French origin. On the question of consular jurisdiction the Court, while recognizing rights of United States consuls of a limited character specified in the Act of Algeciras itself, denied the claim of the United States to exercise consular jurisdiction in a broad way.

The judgment was of importance in that it clarified a rule of law applicable to "most favoured nation" clauses in treaties. The United States, in support of its claim to general consular jurisdiction, relied on an old treaty which preceded the Act of Algeciras containing such a clause, but the provisions in treaties with other countries invoked by the United States under the clause, had in the meantime ceased to be operative by termination of these treaties. The Court held (in effect) that the clause secured equality of treatment but conferred no vested right. Accordingly the more beneficial provision of another treaty with a third state claimed under the most favoured nation clause, may be lost by the acts of all other states in surrendering the more beneficial provision.

## VI ADMINISTRATIVE QUESTIONS

### Appointment of a New Secretary-General

On November 10, 1952, the first Secretary-General of the United Nations, Mr. Trygve Lie, announced his resignation, to be effective as soon as a successor could be found. It was not until five months later, on April 10, 1953, that Mr. Dag Hammarskjöld of Sweden was sworn in as the new Secretary-General.

To understand the reasons which prompted Mr. Lie to resign before the expiration of his term and the difficulties of replacing him it is important to know something of the powers and functions of the Secretary-General. The Secretary-General is more than the administrative head of an international secretariat; alone among the members of the Secretariat he holds a position to which a degree of political influence can be, and has been, attributed. Article 99 of the Charter empowers him to bring to the attention of the Security Council any matter which in his opinion may threaten the maintenance of international peace and security. Under the Rules of Procedure of the Assembly, he may place on the provisional agenda all items which he deems necessary to put before the General Assembly. The role of the Secretary-General as an international statesman, resulting from the powers granted to him, contrasts sharply with that played by the Secretaries-General of the League of Nations, who functioned purely as administrative officers and whose political interventions were confined to important but informal efforts to mediate between governments outside the framework of the organization.



The experience gained at the League of Nations led the founding fathers at San Francisco to make provisions for the Secretary-General to participate to some extent in political discussions as the representative of the ideals of international co-operation embodied in the Charter. Mr. Lie himself, in his final statement before the Assembly on March 10, 1953, drew attention to the Secretary-General's responsibilities in this regard and mentioned as practical examples his action in the Iranian case, his Ten-Point Peace Programme, and Korea. It is obvious that the division of the world into two camps was bound to create exceptional difficulties for the Secretary-General in the exercise of his international responsibilities. Both as a mediator, and as a proponent of a kind of international behaviour theoretically expected of all members of the United Nations, he was confronted by a gulf which at times must have seemed impossible to bridge.

The Korean crisis brought the difficulties inherent in the Secretary-General's position to a head. Using for the first time the powers granted to him under Article 99 of the Charter, the Secretary-General brought the fact of North Korea aggression before the Security Council, which, then unhampered by the Soviet veto because of the boycott of the Council by the U.S.S.R., quickly took action to resist the aggression. Thereafter the five communist member states were highly critical of Mr. Lie, and claimed that the entire Korean action which he supported was illegal. When his term was later extended by the General Assembly they refused to recognize him as Secretary-General. Politically, the situation was very difficult and Mr. Lie appears to have become increasingly convinced that his incumbency of the post of Secretary-General militated against its full effectiveness since he himself could no longer help to establish liaison between the communist states and the western world.

The Charter states that the Secretary-General shall be appointed by the General Assembly upon the recommendation of the Security Council, which, in the absence of any provision to the contrary, requires the concurring votes of the five permanent members. This requirement had already prevented the naming of a new Secretary-General in 1950. Thus when Mr. Lie announced his resignation in the hope that "... a new Secretary-General, who is the unanimous choice of the Five Great Powers, the Security Council and the General Assembly, may be more helpful than I can be", it was difficult to see how such a candidate could be found.

When the Security Council held the first of a series of meetings on this subject on March 13, 1953, there was as yet no real indication whether any of the candidates informally suggested would be able to secure the support of all five permanent members. It had become clear that the Soviet Union would not accept Mr. L. B. Pearson of Canada, who at this first meeting received nine affirmative votes, the negative vote of one permanent member and one abstention. Though the meeting was a closed one, statements to the press indicate that it was the Soviet Union which exercised its veto. The two other candidates nominated at the same time, Brigadier-General Carlos P. Romulo of the Philippines and Mr. Stanislas Skrzesezewski of Poland, failed to secure a majority, the latter receiving only one

vote. Consultation among the five permanent members produced a list of nine possible candidates. One of these, Mrs. Vijaya Lakshmi Pandit of India, was voted on at the suggestion of the U.S.S.R. but was rejected by a vote of two in favour, one against and eight abstentions. On March 31, it became known that France was putting forward Mr. Hammarskjöld's name and that the Soviet Representative had indicated his intention not to oppose his nomination. Meeting the same day, the Security Council recommended Mr. Hammarskjöld by a vote of ten in favour and one abstention. On April 7, the General Assembly, by secret ballot of 57 in favour, one against and one abstention, accepted the Security Council's recommendation.

Mr. Hammarskjöld has been widely known in Europe as an economist and financier. He is the son of a former Swedish Prime Minister, and has been a member of the Swedish cabinet, recently as Minister of State without portfolio. He has been a member of more than one Swedish delegation to the General Assembly. In a brief ceremony of installation on April 10, Mr. Hammarskjöld dedicated himself to a task of incalculable importance which, it is hoped, will be performed under conditions less difficult than those existing during his predecessor's term.

## **Personnel Policy in the United Nations and Specialized Agencies**

One of the most difficult and complex problems with which the Assembly had to deal when the seventh session resumed its meetings in March 1953, was that of personnel policy in the United Nations. This subject had been placed on the agenda at the request of the Secretary-General, Mr. Trygve Lie, in order that he might inform the Assembly and at the same time obtain its views concerning the action which he had taken or proposed to take regarding United States citizens on the Secretariat who were suspected of subversive activities against the United States.

The events which led to Assembly discussions began during the summer of 1952 when a number of United States citizens employed on the Secretariat were called to testify before the Subcommittee on Internal Security of the United States Senate. Certain of these employees refused to answer questions regarding subversive activities or membership in the Communist party, pleading their privilege under the fifth amendment to the United States constitution to refuse to answer questions which might tend to incriminate them. The Secretary-General, disturbed by these refusals, appointed a three-man Commission of Jurists to advise him on the action he should take in regard to these employees and other United States citizens on whom he had received adverse reports from the United States authorities. The Commission recommended that the Secretary-General should dismiss all employees who had been found guilty of subversive activities against the host country, all employees who pleaded the constitutional privilege mentioned above and all employees whom he had reasonable ground to believe had been, were

or were likely to be engaged in subversive activities against the host country. It also recommended the establishment of an Advisory Panel to help decide cases in the last category. Mr. Lie later set up this Panel under the chairmanship of a Canadian, Mr. Leonard W. Brockington, Q.C., but it has not been active and its future is uncertain.

The Jurists' opinion was issued during an unsettled period, just after the United States elections but before the Republican Administration took over and just before Mr. Lie tendered his resignation as Secretary-General. Delegates in the Administrative Committee of the seventh session of the Assembly enquired whether there would be opportunity to discuss the Jurists' report. Some delegations were not convinced that the recommendations it contained wholly agreed with the provisions of the Charter regarding the Secretariat. Although it was recognized that the United States had a right to protect its interests, there was general agreement that member states should have an opportunity to express their views before the Secretary-General, who had already expressed general agreement with the Jurists' report, took definitive action. The Canadian Delegation supported this stand. Accordingly, Mr. Lie undertook to prepare a full report on his personnel policy, and an item entitled "Personnel Policy of the Secretary-General" was placed on the agenda for the resumed part of the seventh session.

The existence of two seemingly conflicting concepts—that of an independent international civil service, and that of the protection of the legitimate security interests of a member state—creates a fundamental problem. The Charter emphasizes certain principles governing the recruitment, obligations and functions of the Secretariat staff. First, the Secretariat must be free, independent and of truly international character. Secondly, in order to assure this independence, appointment of staff must be the sole responsibility of the Secretary-General. Thirdly, members of the Secretariat must conduct themselves in a manner befitting the status of an international civil servant. While they are not expected to give up national sentiments or political beliefs, the expression of these must always be governed by the reserve and tact necessitated by their international status and the impartiality which their work requires.

Had the period of comparatively amicable world relations which existed immediately after the Second World War continued, it is probable that the international secretariat could have flourished without the problems with which it is now faced. But the cold war has brought an increased awareness among member states of the need for safeguarding their national security interests. The United States, from its position in world affairs, has been particularly exposed to the problems engendered by the presence of subversive elements. Quite naturally, therefore, the attention of United States bodies investigating these elements was drawn to the large group of international civil servants resident in the largest United States centre of population and enjoying certain privileges and immunities. The official activities of United Nations employees are public knowledge and the information with which they deal is



available to all member states. Thus, in the performance of their official duties, members of the Secretariat do not appear to present a security risk. It is the United States view, however, that the employment by the United Nations of United States citizens who are, or are likely to be, engaging in subversive activities is not in the national interests of the United States.

Opening the debate on personnel policy, the Secretary-General made a long statement introductory to his report. The report dealt with the principles governing United Nations personnel policy and the administrative application of that policy; the problem of alleged subversive activities against member states; and the relevant privileges and immunities of the United Nations. Mr. Lie also outlined recent developments concerning United States nationals employed in the Secretariat, particularly with regard to the investigations by the United States authorities which had resulted from a United States Presidential Order issued in January 1953 calling for inquiry into the loyalty of all United States citizens employed or seeking employment in international organizations. Under the terms of this order, which has since been changed in form rather than in substance by the Republican Administration, the results of these investigations are to be transmitted to the executive head of the organization concerned, who will then make a decision concerning the suitability of the individual for employment.

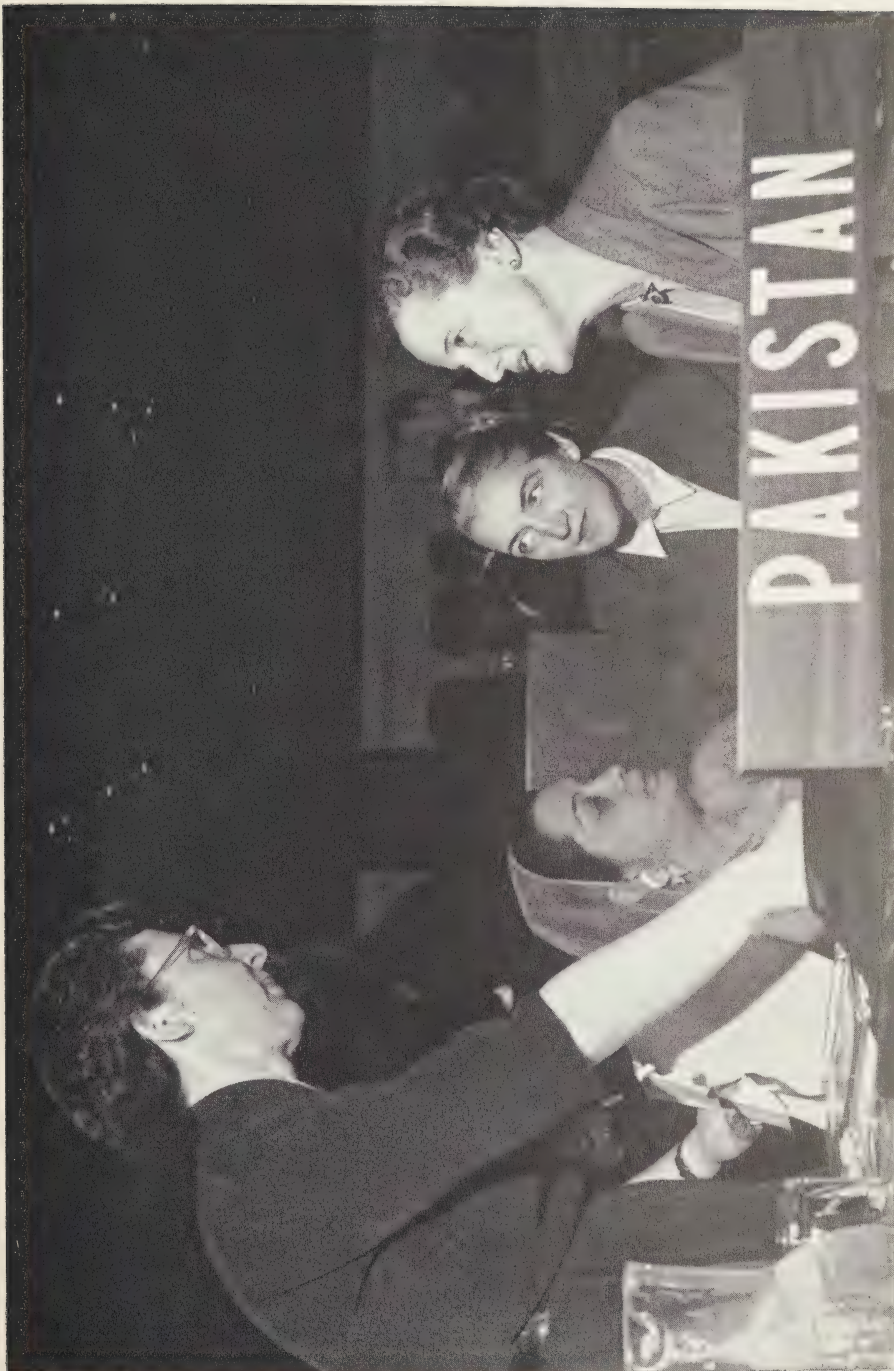
The United States representative stressed that, if the United Nations was to be an effective force, it must have the full support of world public opinion. Public opinion in the United States was concerned lest a serious personnel problem might impair the effectiveness of the United Nations. The following debate showed that nearly all delegations earnestly wished to find a solution which would not only meet the legitimate security requirements of member states but would also serve to strengthen the morale of the Secretariat, which had suffered considerably from the allegations made against it by some of the more vehement sections of United States press and public opinion. The Secretary-General in his report had re-affirmed the international character of the Secretariat and his own sole responsibility for recruitment and dismissal. Canada and a great majority of members, including the United States, supported these basic tenets of the Charter. It was stressed that if the Secretary-General succumbed to national influence the Secretariat would become multi-national rather than international. The obligation of states to refrain from interfering with the Secretary-General's conduct of his personnel policies and, equally important, the obligation of staff members to refrain from political or subversive activity, were both recognized.

There was more divergence of view about the Secretary-General's specific proposals regarding dismissal of Secretariat staff. Though the proposition that a staff member should be dismissed if reasonable ground existed for believing him engaged in subversive activities was generally accepted as being in accord with the Charter, a difference of opinion occurred on the standards to be applied by the Secretary-General in such cases. A number of countries, including the Scandinavian countries and those of the Commonwealth

(except the United Kingdom), were disturbed by the Secretary-General's decision to consider resort to the constitutional privilege against self-incrimination as grounds for automatic dismissal. In the words of the Honourable Paul Martin, Acting Chairman of the Canadian Delegation, "... it is not just or reasonable that an employee should be dismissed on the sole ground of having refused to answer questions, the answers to which might serve to incriminate him... Such refusal should cause the Secretary-General to view the employee with suspicion and should lead the Secretary-General to institute inquiries...". The United Kingdom, Greece and several Latin American countries supported the United States' contention that pleading privilege was not consistent with the obligations of United Nations staff members. A similar difference of opinion appeared when the United States investigations then taking place were discussed. Most delegations recognized that the United States had the right to investigate its own citizens but considered that the final decision must lie with the Secretary-General. Some delegations, including the Canadian, welcomed the Secretary-General's assurance that he would require reasonable grounds before taking action and others pointed out that the standards to be used by the Secretary-General should be divorced from national standards set up for a different and domestic purpose.

Apart from the differences already mentioned, the main cleavage which developed in the Assembly concerned the proper method of tackling the personnel question. The African and Asian states considered the problem too serious to be settled by an Assembly debate and wanted a more detailed study by experts. They therefore introduced a resolution calling for the establishment of a fifteen-member committee to study the report of the Secretary-General and to submit its findings to the eighth session of the Assembly. But certain of the Western delegations, including the Canadian, considered that the interests of the United Nations and of the Secretariat would be better served by giving immediate guidance to the Secretary-General. The United States, the United Kingdom and France introduced a resolution noting the Secretary-General's report, reaffirming the relevant principles of the Charter, and requesting the Secretary-General to base his future actions on these principles. This three-power resolution was subsequently amended by the Netherlands, Belgium and Luxembourg to incorporate several paragraphs marking a compromise between the position of the African and Asian states and that taken by the three powers. This amendment asked the Secretary-General to consult with the Advisory Committee on Administrative and Budgetary Matters and with the heads of the Specialized Agencies regarding any future action which might be necessary, and to report to the eighth session of the Assembly.

The African-Asian proposal was defeated by a vote of 21 in favour, 29 against (including Canada) and 8 abstentions. The amended three-power resolution, which now had thirteen co-sponsors, was adopted by a vote of 41 in favour (including Canada), 13 against and 4 abstentions.



UNITED NATIONS PHOTO

Women delegates at the seventh session of the General Assembly. Mme. Louis Berger of Canada (at right) shown with Mrs. Zena Harman of Israel, Begum Ra'ana Liaquat Ali Khan of Pakistan and Mrs. Egda Rossel of Sweden (reading from left to right).





As already mentioned, the Canadian Delegation took exception to some of the specific proposals made by the Secretary-General in his report. On the whole, however, it was the Canadian view that this report represented an advance upon and indeed superseded the opinion of the Commission of Jurists. The Canadian Delegation supported the thirteen-power resolution because it provided direction for the Secretary-General in meeting the immediate situation and also allowed for a further discussion if necessary at the eighth session.

The Assembly will then have the benefit of any technical comments or recommendations resulting from the consultations between the Secretary-General and the Advisory Committee on Administrative and Budgetary Matters. In addition, the heads of the Specialized Agencies will have had an opportunity to make their views known. Public discussion has until now centred on the problems arising in the Secretariat of the United Nations. But since the United States Presidential Executive Orders referred to United States citizens in all international organizations of which the United States is a member, the Specialized Agencies are faced with similar personnel problems although these have not as yet been discussed at any major conferences. It will be useful for the Specialized Agencies and the Secretariat to exchange views on their common problems and on the procedures which may be satisfactory to the various member states and still maintain the independence of all international organizations. The outcome of these discussions may well influence the course of Assembly action at the eighth session. In the meantime, the new Secretary-General, Mr. Dag Hammarskjöld, whose appointment was announced during the debate on the personnel item, will have before him for guidance the various views expressed by member states at the seventh session.

## VII FINANCIAL QUESTIONS

### Introduction

Although the United Nations and most of the Specialized Agencies plan their financial activities on a calendar year basis, the formal arrangements for consideration of financial and budgetary questions vary from agency to agency, depending on the intervals between meetings of their general conferences, and their other constitutional requirements. For example, during the year covered by this volume the United Nations General Assembly, meeting October to December 1952, discussed and approved the financial basis for United Nations operations during the calendar year 1953. Similarly, WHO, ILO, ICAO and most of the other Agencies approved their 1953 programmes and budgets. By contrast, UNESCO, which meets in full conference biennially, approved budgets for 1953 and 1954, while the International Telecommunication Union, which meets only quinquennially, approved a financial programme for the five-year period ending in 1958.

## Cost of the United Nations

### Administrative Costs<sup>1</sup>

Even though the United Nations and the Agencies have not been uniformly successful in arresting the upward trend in expenditures which has persisted since their establishment, there is evidence that the pattern of annual increases is tapering off. As indicated in Appendix V, the combined administrative expenditures of the United Nations and the Agencies rose steadily from \$43.4 million<sup>2</sup> in 1947 to \$82.5 million in 1952. For 1953 it is estimated that appropriations will total \$84 million.

Canada's contribution to the administrative budgets of the United Nations and the Specialized Agencies will amount to \$2.73 million for 1953 as compared with \$2.67 million for 1952 and \$2.64 million for 1951.

This progress toward stability in the level of administrative expenditures has done much to lessen the financial pressure on those members who have expressed concern about the rising costs of international activity. At the same time, many members, like Canada, have continued to stress the need for the greatest care in the choice of programmes, and for better co-ordination and other organizational and administrative reforms. In the Canadian view, maintenance of these efforts to raise administrative efficiency and reduce costs is necessary to ensure the most effective use of available funds and staff.

### Cost of Operational Programmes

In addition to the administrative budgets of the United Nations and Specialized Agencies, to which each member state contributes its assessed share, the United Nations has established the following special ("operational") programmes:

- (a) the United Nations Expanded Programme of Technical Assistance;
- (b) the United Nations Relief and Works Agency for Palestine Refugees (UNRWA);
- (c) the United Nations Korean Reconstruction Agency (UNKRA); and
- (d) the United Nations International Children's Emergency Fund (UNICEF).

Contributions to these programmes are voluntary and it has become accepted United Nations practice to establish a Negotiating Committee<sup>3</sup> on Extra Budgetary Funds, which consults with member and non-member governments on the amounts they are willing to contribute to each programme. In this way, wider financial support is encouraged and planning is facilitated through the advance indication of funds likely to be available under each programme for the

<sup>1</sup>For a detailed explanation of the distinction between "administrative" budgets and the budgets of "operational" programmes, see *Canada and the United Nations, 1951-52*, p. 137.

<sup>2</sup>All figures in this chapter and related appendices are given in United States dollars unless otherwise indicated. The final Canadian dollar amount of payments still to be made may vary slightly from the United States equivalent shown in the tables, depending on the exchange rate prevailing at time of payment.

<sup>3</sup>For 1953 the Negotiating Committee comprised representatives of the United States, United Kingdom, France, Australia, Canada, Colombia, Haiti, Lebanon and Pakistan.



ensuing years. In the Negotiating Committee, the Canadian Representative emphasized Canada's belief that the operational programmes merit widespread and equitable support from all governments.

The Negotiating Committee approached all member and non-member governments to seek further pledges for the \$250 million programme of the Korean Reconstruction Agency, to which Canada had pledged and paid \$7.25 million (Canadian) early in 1951. It also urged increased support for the activities of the Palestine Refugee Agency. Payment of a Canadian pledge of \$600,000 (Canadian) toward the activities of this Agency for the period to June 30, 1953, brings Canada's total contribution for assistance to Palestine refugees to slightly more than \$3 million.

In June, 1952, the Economic and Social Council had established a \$25 million goal for the 1953 Expanded Programme of Technical Assistance. After informal consultations by the Negotiating Committee, a Technical Assistance Conference was convened in March, 1953, to secure official pledges of financial support to this programme. Although the Conference was not successful in reaching the target of \$25 million, nearly \$21 million was subscribed, including a Canadian pledge of \$800,000.

Canada also made a further contribution of \$500,000 (Canadian) to the 1953 programme of UNICEF, bringing to \$8.4 million (Canadian) the Canadian Government's support for this Agency. Voluntary private contributions from Canada have totalled a further \$1,500,000.

In addition to these contributions to United Nations operational programmes, Canada responded to a special appeal of the United Nations High Commissioner for Refugees with a donation of \$100,000 (Canadian). These funds will be used to provide emergency assistance for refugees while seeking opportunities for more permanent solutions to their problems.

### **The Total Cost to Canada**

What does the United Nations cost Canada? There is no simple answer to this question just as there is none to the question "How much does international co-operation cost Canada?" For if the United Nations went out of existence, we should undoubtedly have to continue to bear many of the costs — of the operational programmes, for instance — that are described below.

All told, the cost to Canada in the Canadian fiscal year 1952-53 of maintaining the United Nations and carrying out its programmes amounts to about \$5.25 million.<sup>1</sup> Of this, \$2,727,000 was Canada's share of the administrative budgets of the United Nations and the Specialized Agencies; \$2,000,000 represents the monies spent on the operational programmes of the United Nations during our fiscal year 1952-53; and the figure \$533,000 is a rough estimate of the cost to Canada in the fiscal year 1952-53 of maintaining permanent delegations to the United Nations in New York and Geneva, of sending representatives to attend all the international conferences of the United Nations, plus some miscellaneous expenditures.

<sup>1</sup>Figures in this section are given in Canadian dollars.

## Examination of 1953 Budgets of the United Nations and Specialized Agencies

### United Nations

The original estimates submitted to the seventh session of the Assembly by the Secretary-General called for expenditures during 1953 of \$47,765,200 as compared with the approved 1952 budget of \$48,096,780. Although the total of the proposed 1953 budget was below that for 1952, a detailed comparison of appropriations for the two years indicated an apparent increase of \$945,000 (after making allowance for exceptional items appearing in 1952 which will not recur in 1953).

In presenting the estimates the Secretary-General stated that the 1953 Secretariat would be reduced by 19 staff members and indicated further that "member governments can reasonably consider that, both in size and composition, stability in the regular international Secretariat has been largely achieved." At the same time, he indicated that higher appropriations would be required in certain cases "to carry out the planned programme of the organization during a difficult but eventful period of its being." During the session the Secretary-General's original estimates were further increased by an amount of \$350,000 to implement an Assembly decision to add Spanish to the working languages of the Economic and Social Council.

In its pre-Assembly review of the estimates the expert Advisory Committee on Administrative and Budgetary Questions<sup>1</sup> had drawn attention to the continuing upward trend in expenditures and had recommended economies totalling \$990,900. While recognizing that there had been progress in the organization and efficiency of the Secretariat, the Advisory Committee urged the Secretary-General to intensify his efforts "to reduce the financial burden on member states."

Although the Secretary-General stated that he would not contest three-fifths of the cuts recommended by the Advisory Committee (totalling \$593,700) he requested maintenance of the other appropriations. In particular, he indicated "rather deep disagreement" with a proposed reduction in the estimates of the Department of Public Information. "Without a public information programme", Mr. Lie stated, "the United Nations would play a far lesser role in international affairs than it does today".

After careful consideration of the views of the Secretary-General and the Advisory Committee, the Fifth (Administrative and Budgetary) Committee decided to base its budgetary recommendations on a United Kingdom proposal for "stabilization" of the budget. Under this proposal, which received a wide measure of support, the Secretary-General was requested to make recommendations to the Committee for savings of \$735,000 which would limit total appropriations for 1953 to a maximum of \$48,700,000. To attain this objective, he was invited to suggest the most suitable

<sup>1</sup>For a description of the financial machinery of the United Nations, see *Canada and the United Nations*, 1949, p. 174.

method for attaining economies "without impairing any of the essential programmes or services of the United Nations". Since the Fifth Committee had already eliminated items totalling \$303,150 from the original estimates, it was necessary for the Secretary-General to propose further economies totalling \$431,850 to reach the target.

Speaking in favour of the United Kingdom proposal, the Canadian Representative expressed confidence that "all our interests will be advanced if we exercise sound judgment, moderation and restraint and devise an effective method for limiting expenditures to a figure no higher than member states can readily bear."

In his report to the Fifth Committee, the Secretary-General made specific recommendations for achieving the necessary savings, but requested flexibility in effecting these reductions. Therefore, he proposed that (instead of detailed cuts in individual appropriations) the total sum should be deducted from the budget under a new section, "Global reductions to be achieved in various sections of the budget." The Secretary-General's recommendations were accepted with minor modifications. As a result the Fifth Committee and (later) the Assembly approved revised estimates of \$48,327,700<sup>1</sup> as the basis for 1953 United Nations expenditures. As an offset against this amount, estimated miscellaneous income of \$6,238,200 is deducted, leaving estimated net expenditures for 1953 of \$42,089,500.

Before the full amount to be contributed by member states can be determined, supplementary appropriations for 1952 totalling \$2,450,880 must be added and a deduction of \$340,380 must be made, representing accounting adjustments in previous years' appropriations and income. Total assessments, therefore, amount to \$44,200,000. Canada's share of this amount is \$1,458,600 (3.30 per cent).<sup>2</sup>

### Specialized Agencies

In the Specialized Agencies, as in the United Nations, Canada gave strong support to efforts to halt rising expenditures without impairing the ability of the Agencies to discharge their growing responsibilities. Canadian Delegations co-operated in an examination of programmes to ensure that resources are concentrated on the most urgent and useful projects. They also assisted in the careful investigation of proposals for better co-ordination and development of more economical and efficient administrative methods. Considerable success has been attained in this direction, the ICAO Assembly having approved a 1953 budget smaller than that for 1952 and the General Conferences of ILO and FAO having stabilized their current budgets at the 1952 level. For the other Agencies, the increase was limited to 6.5 per cent of the previous year's appropriation. At the General Assembly, the Canadian Representative commented favourably on recommendations for improved co-ordination made by the Advisory Committee on Admin-

<sup>1</sup>For details of the budget finally approved by the General Assembly, see Appendix VI.

<sup>2</sup>These are interim figures subject to minor adjustments to allow for final accounting entries before the end of the financial year.



istrative and Budgetary Questions. Canada and Denmark also drew attention to the desirability of ensuring that the present audit system of the United Nations and Specialized Agencies is the most suitable and efficient to meet present requirements and co-sponsored a resolution, which was adopted, calling for a review of these arrangements and discussion of the matter at the eighth session.

## Apportionment of Expenses

During 1952 the United Nations and the Specialized Agencies made further progress towards the development of more equitable scales<sup>1</sup> for sharing the financial costs of membership.

### United Nations

In its report to the sixth session of the General Assembly, the Contributions Committee had embarked upon "a systematic revision of assessments designed to remove existing maladjustments and to make possible a more permanent scale within a few years."<sup>2</sup> As a first step towards this objective the Committee had recommended changes in the 1952 contributions of 33 member states. An increase (from 6.98 per cent to 9.85 per cent) was proposed for the Soviet Union to reflect the improvement in its economic position. A decrease (from 38.92 per cent to 36.9 per cent) was proposed for the United States to partially implement the principle, enunciated in a 1948 resolution, that in normal times the assessment of the largest contributor should not exceed 33 1/3 per cent. Although the Soviet Representative had opposed the increase strongly and the United States Delegate had pressed for an immediate decrease in the United States share to 33 1/3 per cent, the Assembly finally approved the scale recommended by the Contributions Committee. Canada's contribution for 1952 was set at 3.35 per cent.

In its report to the seventh session, the Contributions Committee announced a further improvement in statistical information, and decided that "it should recommend another major step in the removal of maladjustments, of approximately the same size, in the 1953 scale." An increase in the Soviet assessment from 9.85 per cent to 12.28 per cent and a reduction of the United States contribution from 36.9 to 35.12 per cent were accordingly recommended. A token reduction from 3.35 to 3.50 per cent in the Canadian assessment was recommended "in order not to raise the per capita contribution of Canada above the per capita rate for the United States." The Committee indicated that if no new and disturbing factors appeared it should be possible to propose the establishment of a more permanent scale for 1954. During discussion at the seventh session, representatives of the Soviet Union and other Eastern

<sup>1</sup>A table showing the percentage scales of contributions from the 14 main contributors to the United Nations and to 6 of the principal Specialized Agencies appears as Appendix

<sup>2</sup>See *Canada and the United Nations 1951-52*, pages 143-144 for details of the previous history of this question. The Contributions Committee is a group of ten experts appointed by the Assembly from member states.

European countries objected to the suggested increase and proposed a return to the 1950 rates of assessment. The United States Delegate asked that the 33 1/3 per cent ceiling on the United States contribution be introduced at once in view of a resolution adopted by the United States Congress to this effect in July 1952. Neither of these positions received much support. The Canadian Delegation and many others drew attention to the inconsistency of the stand of the Soviet representatives who objected to an increased assessment while claiming a vast improvement in the economic position of the U.S.S.R. Though most members indicated an understanding of the United States position, they joined the Canadian Representative in urging that the United States accept the scale recommended by the Committee for one more year, on the understanding that the 33 1/3 per cent ceiling would be applied in 1954.

There was also a full examination of the per capita principle. The Contributions Committee had pointed out the possibility that the immediate application of both the United States ceiling and the per capita principle might result in the shifting of financial burdens to countries less able to pay. The Canadian Representative stated that, although Canada attached importance to the per capita principle, it had no wish to press for its implementation if this should be inequitable. The final resolution adopted was in line with the views expressed by the Canadian Representative. It accepted the recommendations of the Contributions Committee, stated that the 33 1/3 per cent ceiling should be applied to the United States assessment in 1954 and instructed the Contributions Committee "to defer further action on the per capita principle until new members are admitted or the economic position of member states improves."

### Specialized Agencies

Important changes were also made in the scales of assessment of the Specialized Agencies. These changes were facilitated greatly by improved statistical information, permitting more precise measurement and comparison of national incomes and other data on which the scales are largely based. At the same time, considerable attention was directed to an appropriate level of assessments for the largest contributor (the United States).

In the Specialized Agencies, as in the United Nations, United States Representatives had pressed successfully for reductions in United States assessments to 33 1/3 per cent — the ceiling set by Congress for contributions to these Agencies. With the attainment of this ceiling in UNESCO and WHO, and the Assembly decision to introduce it during 1954 in the United Nations, a number of member states, including Canada, have drawn attention to the unsatisfactory situation in other Agencies where, for a variety of reasons, United States assessments have been below its "relative capacity to pay."

In discussion of the 1954 scale at the ILO, United States spokesmen registered strong objections to any increase in the United States assessment on the general grounds of Congressional pressure

for budgetary economy. As a result, the General Conference of ILO decided against any change in the United States contribution and voted to continue the 1953 scale during 1954. By contrast, the Sixth Assembly of ICAO overrode United States objections and decided that the United States contribution should be increased during 1954 from 27 per cent to 29.7 per cent as a further move toward an ultimate ceiling of 33 1/3 per cent.

In the revised scales, Canada's assessment to ILO for 1954 will remain at 3.98 per cent, while Canada's assessment to ICAO will increase from 4.76 per cent to 5.4 per cent, reflecting Canada's improved economic position and increased interest in civil aviation matters.

In these discussions Canadian representatives have stressed the need for a fair distribution of the financial load. While accepting reductions in United States assessments in Agencies where the 33 1/3 per cent ceiling was exceeded, they have pressed for appropriate increases in United States contributions to other Agencies, where the unduly low United States contribution results in inequitable assessments for other members. Canadian representatives have urged, as an objective to be attained and when circumstances permit, that no member should pay a higher per capita contribution than the United States. The per capita principle is now in effect in WHO, has been adopted as an objective by UNESCO and is under study in the other Agencies.



## Appendix I

### Membership of the United Nations and Important United Nations Bodies at June 30, 1953.

#### United Nations

Afghanistan	Iran
Argentina	Iraq
Australia	Israel
Belgium	Lebanon
Bolivia	Liberia
Brazil	Luxembourg
Burma	Mexico
Byelorussian	Netherlands
S.S.R.	New Zealand
Canada	Nicaragua
Chile	Norway
China	Pakistan
Colombia	Panama
Costa Rica	Paraguay
Cuba	Peru
Czechoslovakia	Philippines
Denmark	Poland
Dominican	Saudi Arabia
Republic	Sweden
Ecuador	Syria
Egypt	Thailand
El Salvador	Turkey
Ethiopia	Ukrainian S.S.R.
France	Union of South
Greece	Africa
Guatemala	U.S.S.R.
Haiti	United Kingdom
Honduras	United States
Iceland	Uruguay
India	Venezuela
Indonesia	Yemen
	Yugoslavia

#### Security Council

<i>Permanent Members</i>	<i>Non-Permanent Members</i>
China	To serve until
France	December 31, 1953:
United Kingdom	Chile
United States	Greece
U.S.S.R.	Pakistan
	To serve until
	December 31, 1954:
	Colombia
	Denmark
	Lebanon

#### Economic and Social Council

To serve until December 31, 1953:	
Philippines	U.S.S.R.
Poland	United Kingdom
Sweden	Uruguay

To serve until December 31, 1954:

Argentina	Cuba
Belgium	Egypt
China	France

To serve until December 31, 1955:

Australia	United States
India	Venezuela
Turkey	Yugoslavia

#### Trusteeship Council

Administering Trust Territories:

Australia	New Zealand
Belgium	United Kingdom
France	United States

Permanent Members of the Security  
Council Not Administering Trust  
Territories:

China	U.S.S.R.
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Elective Members:

To serve until December 31, 1953:  
Dominican Republic      Thailand

To serve until December 31, 1955:  
El Salvador      Syria

Italy, as an administering authority which is not a member of the United Nations, takes part without vote in the Council's deliberations concerning the trust territory of Somaliland and concerning general questions affecting the operation of the international trusteeship section.

#### International Court of Justice

The Court consists of fifteen judges elected by the General Assembly and the Security Council, proceeding independently. They serve nine years and are eligible for re-election. To provide for rotation, however, the Statute of the Court states that of the members elected at the first election, the terms of office of five judges should expire at the end of three years, and the terms of five more at the end of six years. The judges who were to serve the initial three and six-year periods were chosen by lot. The terms of office began on the date of election, February 6, 1946.

The present judges of the Court, in order of precedence, with the year their term of office ends, are as follows:

<i>Judge</i>	<i>End of Term</i>
Sir Arnold D. McNair, President, of the United Kingdom	1955

José Gustavo Guerrero, Vice-President, of El Salvador.	1955
Alejandro Alvarez, of Chile.	1955
Jules Basdevant, of France.	1955
Green H. Hackworth, of the United States .....	1961
Bohdan Winiarski, of Poland.	1958
Milovan Zoricic, of Yugoslavia .....	1958
Helge Klaestad, of Norway.	1961
Abdel Hamid Badawi Pasha, of Egypt .....	1958
John E. Read, of Canada ...	1958
Hsu Mo, of China .....	1958
Levi Fernandes Carneiro, of Brazil .....	1955
Sir Benegal N. Rau, of India.	1961
E. C. Armand-Ugón, of Uruguay .....	1961
Sergei A. Golunsky, of the U.S.S.R. ....	1961

#### Disarmament Commission

<i>Permanent Members</i>	<i>Non-Permanent Members</i>
Canada	To serve until
China	December 31, 1953:
France	Chile
United Kingdom	Greece
United States	Pakistan
U.S.S.R.	To serve until
	December 31, 1954:
	Colombia
	Denmark
	Lebanon

## Appendix II

Principal Meetings of the United Nations and Specialized Agencies, July 1952 to June 1953 and Canadian representation at the sessions of the General Assembly and Economic and Social Council.

#### General Assembly

*Seventh regular session*, New York, October 14, 1952—Representatives: Chairman: the Hon. L. B. Pearson, Secretary of State for External Affairs; Vice Chairman and Acting Chairman, the Hon. Paul Martin, Minister of National Health and Welfare; Senator G. B. Isnor; A. Y. McLean, M.P.; D. M. Johnson, Permanent Representative of Canada to the United Nations.

#### Economic and Social Council

*Fourteenth session*, New York, May 20 — August 11, 1952. Representative: J. Lesage, M. P., Parliamentary Assistant to the Secretary of State for External Affairs.

*Fifteenth session*, New York, March 31 — April 28, 1953. Canada's term of membership on the Council had ended December 31, 1952.

*Sixteenth session*, Geneva, June 30 — August 5, 1953.

#### Trusteeship Council

*Twelfth session*, New York, June 16 — July 21, 1953.

#### Food and Agriculture Organization

*Fifteenth session of the Council*, Rome, June 9 — 14, 1952.

*Sixteenth session of the Council*, Rome, November 17 — 28, 1952.

*Seventeenth session of the Council*, Rome June 15 — 24, 1953.

#### International Civil Aviation Organization

*Seventh session of the Assembly*, Brighton, England, June 16 — July 6, 1953.

#### International Labour Organization

*Thirty-sixth session of the Conference*, Geneva, June 4 — 25, 1953.

#### International Telecommunication Union

*Plenipotentiary Conference*, Buenos Aires, October 3 — December 22, 1952.

#### United Nations Educational, Scientific and Cultural Organization

*Seventh session of the General Conference*, Paris, November 12 — December 11, 1952.

#### Universal Postal Union

*Thirteenth Universal Postal Congress*, Brussels, May 14 — July 12, 1952.

#### World Health Organization

*Sixth World Health Assembly*, Geneva, May 5 — 22, 1953.

#### World Meteorological Organization

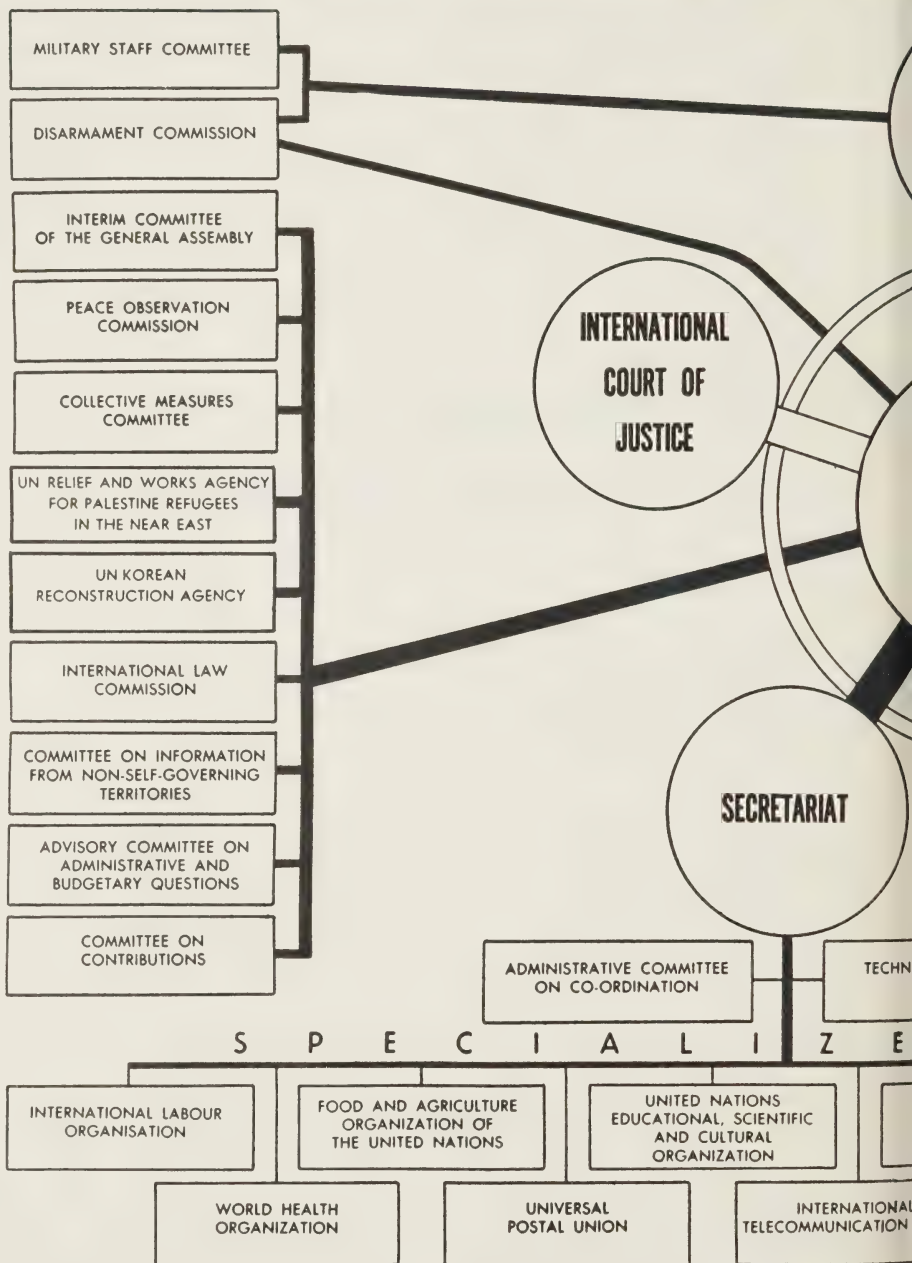
*Third annual meeting of the Executive Committee*, Geneva, September 9 — 27, 1952.

**The Structure of the  
United Nations**



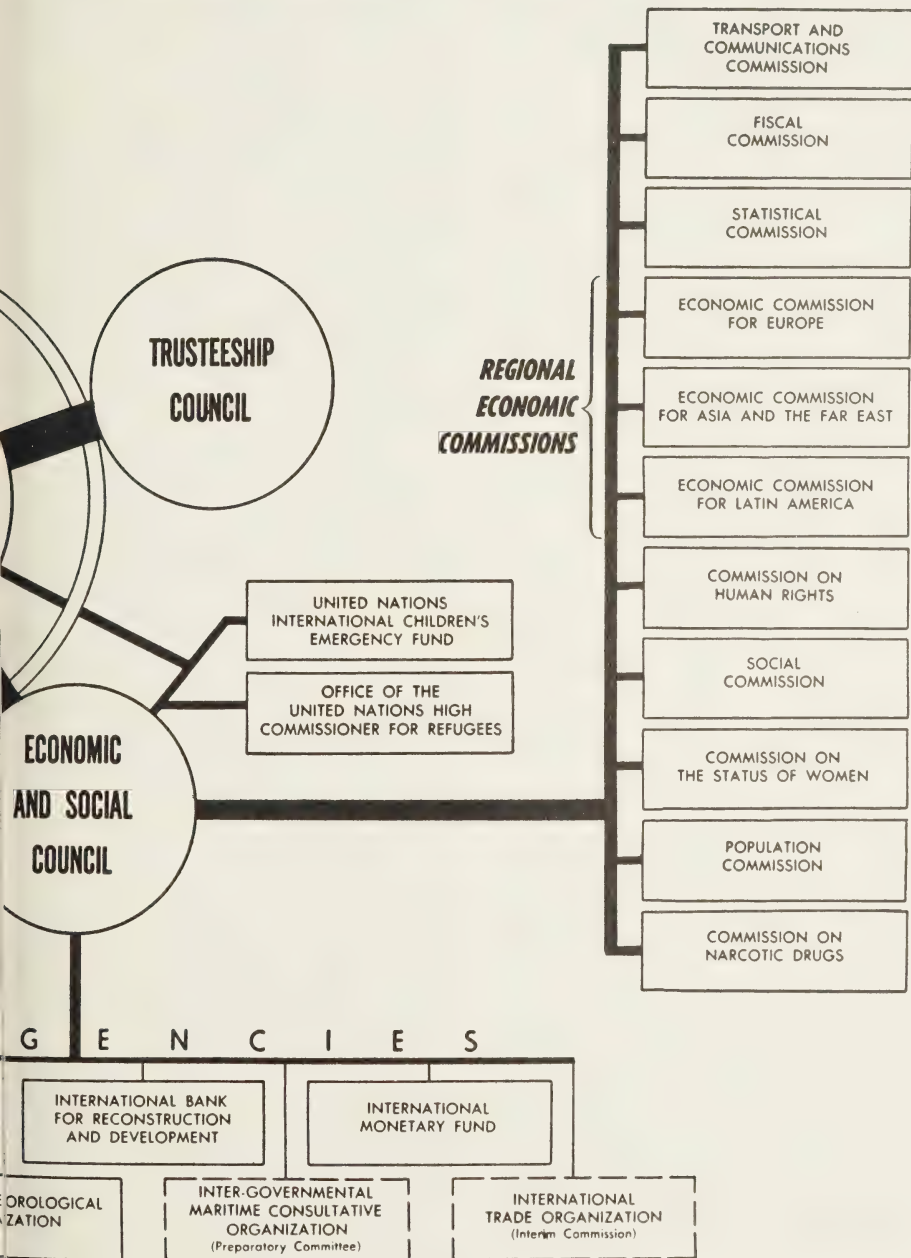
# ORGANS OF THE UNITED NATIONS

## PRINCIPAL ORGANS



# UNITED NATIONS

## SUBSIDIARY BODIES



### Appendix III

General Assembly Resolution No. 610 (VII) of December 3, 1952: Korea: reports of the United Nations Commission for the Unification and Rehabilitation of Korea (Vote: 54 in favour (including Canada), 5 against, 1 abstention).

#### The General Assembly,

*Having received* the special report of the United Nations Command of 18 October 1952 on "the present status of the military action and the armistice negotiations in Korea" and other relevant reports relating to Korea,

*Noting with approval* the considerable progress towards an armistice made by negotiation at Panmunjom and the tentative agreements to end the fighting in Korea and to reach a settlement of the Korean question,

*Noting further* that disagreement between the parties on one remaining issue, alone, prevents the conclusion of an armistice and that a considerable measure of agreement already exists on the principles on which this remaining issue can be resolved,

*Mindful* of the continuing and vast loss of life, devastation and suffering resulting from and accompanying the continuance of the fighting,

*Deeply conscious* of the need to bring hostilities to a speedy end and of the need for a peaceful settlement of the Korean question,

*Anxious to expedite and facilitate* the convening of the political conference as provided in article 60 of the draft armistice agreement,

1. *Affirms* that the release and repatriation of prisoners of war shall be effected in accordance with the Geneva Convention relative to the Treatment of Prisoners of War, dated 12 August 1949, the well-established principles and practice of international law and the relevant provisions of the draft armistice agreement;

2. *Affirms* that force shall not be used against prisoners of war to prevent or effect their return to their homelands, and that they shall at all time be treated humanely in accordance with the specific provisions of the Geneva Convention and with the general spirit of the Convention;

3. *Accordingly requests* the President of the General Assembly to communicate the following proposals to the Central People's Government of the People's Republic of China and to the North Korean authorities as forming a just and rea-

sonable basis for an agreement so that an immediate cease-fire would result and be effected; to invite their acceptance of these proposals and to make a report to the General Assembly during its present session and as soon as appropriate:

#### Proposals

I. In order to facilitate the return to their homelands of all prisoners of war, there shall be established a Repatriation Commission consisting of representatives of Czechoslovakia, Poland, Sweden and Switzerland, that is, the four States agreed to for the constitution of the Neutral Nations Supervisory Commission and referred to in paragraph 37 of the draft armistice agreement, or constituted, alternatively, of representatives of four States not participating in hostilities, two nominated by each side, but excluding representatives of States that are permanent members of the Security Council.

II. The release and repatriation of prisoners of war shall be effected in accordance with the Geneva Convention relative to the Treatment of Prisoners of War, dated 12 August 1949, the well-established principles and practice of international law and the relevant provisions of the draft armistice agreement.

III. Force shall not be used against the prisoners of war to prevent or effect their return to their homelands and no violence to their persons or affront to their dignity or self-respect shall be permitted in any manner or for any purpose whatsoever. This duty is enjoined on and entrusted to the Repatriation Commission and each of its members. Prisoners of war shall at all times be treated humanely in accordance with the specific provisions of the Geneva Convention and with the general spirit of that Convention.

IV. All prisoners of war shall be released to the Repatriation Commission from military control and from the custody of the detaining side in agreed numbers and at agreed exchange points in agreed demilitarized zones.

V. Classification of prisoners of war according to nationality and domicile as proposed in the letter of 16 October 1952 from General Kim Il Sung, Supreme Commander of the Korean People's Army, and General Peng Teh-huai, Commander of the Chinese People's Volunteers, to General Mark W. Clark, Commander-in-Chief, United Nations Command, shall then be carried out immediately.



VI. After classification, prisoners of war shall be free to return to their homelands forthwith, and their speedy return shall be facilitated by all parties concerned.

VII. In accordance with arrangements prescribed for the purpose by the Repatriation Commission, each party to the conflict shall have freedom and facilities to explain to the prisoners of war "depending upon them" their rights and to inform the prisoners of war on any matter relating to their return to their homelands and particularly their full freedom to return.

VIII. Red Cross teams of both sides shall assist the Repatriation Commission in its work and shall have access, in accordance with the terms of the draft armistice agreement, to prisoners of war while they are under the temporary jurisdiction of the Repatriation Commission.

IX. Prisoners of war shall have freedom and facilities to make representations and communications to the Repatriation Commission and to bodies and agencies working under the Repatriation Commission, and to inform any or all such bodies of their desires on any matter concerning themselves, in accordance with arrangements made for the purpose by the Commission.

X. Notwithstanding the provisions of paragraph III above, nothing in this Repatriation Agreement shall be construed as derogating from the authority of the Repatriation Commission (or its authorized representatives) to exercise its legitimate functions and responsibilities for the control of the prisoners under its temporary jurisdiction.

XI. The terms of this Repatriation Agreement and the arrangements arising therefrom shall be made known to all prisoners of war.

XII. The Repatriation Commission is entitled to call upon parties to the conflict, its own member governments, or the Member States of the United Nations for such legitimate assistance as it may require in the carrying out of its duties and tasks and in accordance with the decisions of the Commission in this respect.

XIII. When the two sides have made an agreement for repatriation based on these proposals, the interpretation of that agreement shall rest with the Repatriation Commission. In the event of disagreement in the Commission, majority decisions shall prevail. When no majority decision is possible, an umpire agreed upon in accordance with the

succeeding paragraph and with article 132 of the Geneva Convention of 1949 shall have the deciding vote.

XIV. The Repatriation Commission shall at its first meeting and prior to an armistice proceed to agree upon and appoint the umpire who shall at all times be available to the Commission and shall act as its Chairman unless otherwise agreed. If agreement on the appointment of the umpire cannot be reached by the Commission within the period of three weeks after the date of the first meeting this matter should be referred to the General Assembly.

XV. The Repatriation Commission shall also arrange after the armistice for officials to function as umpires with inspecting teams or other bodies to which functions are delegated or assigned by the Commission or under the provisions of the draft armistice agreement, so that the completion of the return of prisoners of war to their homelands shall be expedited.

XVI. When the Repatriation Agreement is acceded to by the parties concerned and when an umpire has been appointed under paragraph 14 above, the draft armistice agreement, unless otherwise altered by agreement between the parties, shall be deemed to have been accepted by them. The provisions of the draft armistice agreement shall apply except in so far as they are modified by the Repatriation Agreement. Arrangements for repatriation under this agreement will begin when the armistice agreement is thus concluded.

XVII. At the end of ninety days, after the Armistice Agreement has been signed, the disposition of any prisoners of war whose return to their homelands may not have been effected in accordance with the procedure set out in these proposals or as otherwise agreed, shall be referred with recommendations for their disposition, including a target date for the termination of their detention to the political conference to be called as provided under article 60 of the draft armistice agreement. If at the end of a further thirty days there are any prisoners of war whose return to their homelands has not been effected under the above procedures or whose future has not been provided for by the political conference, the responsibility for their care and maintenance and for their subsequent disposition shall be transferred to the United Nations, which in all matters relating to them shall act strictly in accordance with international law.

## Appendix IV

**Summary Statement by the Secretary-General on Matters of Which the Security Council is Seized and on the Stage Reached in Their Consideration (U.N. Document S/2981 April 6, 1953).**

Pursuant to rule 11 of the provisional rules of procedure of the Security Council, the Secretary-General submits the following statement on matters of which the Security Council is seized and the stage reached in their consideration on 4 April 1953.

1. The Iranian question (see S/1456).
2. Special agreements under Article 43 and the organization of armed forces made available to the Security Council (see S/1456).
3. Rules of procedure of the Security Council (see S/1456).
4. Statute and rules of procedure of the Military Staff Committee (see S/1456).
5. The regulation and reduction of conventional armaments and armed forces (see S/1456 and S/2527).
6. Appointment of a Governor for the Free Territory of Trieste (see S/1456).
7. The Egyptian question (see S/1456).
8. The Indonesian question (see S/1456).
9. Voting procedure in the Security Council (see S/1456).
10. Procedure in application of Articles 87 and 88 of the Charter with regard to the Pacific Islands under strategic trusteeship of the United States of America (see S/1456).
11. Applications for membership (see S/1456), S/2451 and S/2679).
12. The Palestine question (see S/1456, S/1864, S/1878, S/1904, S/1912, S/2104, S/2114, S/2150, S/2164, S/2268, S/2280, S/2303, and S/2325).
13. The India-Pakistan question (see S/1456, S/1463, S/1472, S/1479, S/2025, S/2058, S/2070, S/2132, S/2416, S/2527, S/2845 and S/2890).
14. The Czechoslovak question (see S/1456).

15. The question of the Free Territory of Trieste (see S/1456).

16. The Hyderabad question (see S/1456).

17. Identic notifications dated 29 September 1948 from the Governments of the French Republic, the United Kingdom and the United States of America to the Secretary-General (see S/1456).

18. International control of atomic energy (see S/1456).

19. Complaint of armed invasion of Taiwan (Formosa) (see S/1774, S/1785, S/1831, S/1912 and S/1928).

20. Complaint of bombing by air forces of the territory of China (see S/1774, S/1785, S/1803 and S/1811).

21. Complaint of failure by the Iranian Government to comply with provisional measures indicated by the International Court of Justice in the Anglo-Iranian Oil Company case (see S/2364 and S/2398).

22. Question of appeal to States to accede to and ratify the Geneva Protocol of 1925 for the prohibition of the use of bacterial weapons (see S/2679 and S/2687).

23. Question of request for investigation of alleged bacterial warfare (see S/2687 and S/2693).

24. Question of the recommendation for the appointment of the Secretary-General (see S/1851, S/1864, S/1878, S/1888, S/2957, S/2963 and S/2974).

At the 617th meeting of the Security Council, held in private on 31 March 1953, the representative of France proposed that the Council recommend to the General Assembly the appointment of Mr. Dag Hammarskjöld, Swedish Minister of State, as Secretary-General of the United Nations. This proposal was adopted by a vote of ten in favour and none against, with one abstention. The Council's recommendation was transmitted to the President of the General Assembly, and the President of the Council addressed a cable to Mr. Hammarskjöld informing him of the recommendation and expressing the Council's earnest hope that he would agree to accept the appointment if it were made by the General Assembly.

## Appendix V

### Regular Administrative Budgets of the United Nations and Specialized Agencies<sup>1</sup> and Annual Canadian Assessments

Organization	Administrative Budgets				Canadian Assessments			
	1950 (Actual Expenditures)	1951	1952 (Appropriations)	1953 (Gross)	1950	1951	1952	1953
	(In Thousands of United States Dollars.) <sup>2</sup>							
United Nations . . . . .	43,746	48,628	48,097	48,328	1,059	1,413	1,438	1,459
Food and Agriculture Organization . . . . .	4,505	4,581	5,250	5,250	225	205	237	247
International Civil Aviation Organization . . . . .	2,991	3,172	3,266	3,259	113	115	128	139
International Labour Organization . . . . .	5,267	5,585	6,300	6,301	233	241	239	257
International Refugee Organization . . . . .	4,500 <sup>3</sup>	4,538 <sup>4</sup>	—	—	144	80	—	—
International Telecommunication Union . . . . .	995	978	1,214	1,229	34	49	30	43
United Nations Educational Scientific and Cultural Organization . . . . .	7,163	7,989	8,718	9,018	279	307	319	302
Universal Postal Union . . . . .	302	354	336	462	9	8	9	12
World Health Organization . . . . .	6,108	6,259	9,078	9,833	221	218	260	269
World Meteorological Organization . . . . .	—	186 <sup>5</sup>	272	360	—	5	7	7
	75,577	82,270	82,531	84,040	2,317	2,641	2,667	2,735

<sup>1</sup>Exclusive of the International Bank for Reconstruction and Development and the International Monetary Fund, whose operations are financially self-sustaining. In comparing 1952 appropriations and assessments with those for 1951, it should be noted that the International Refugee Organization went out of existence at the end of 1951.

<sup>2</sup>Since the budgets of most organizations are expressed in United States dollars all amounts in the above table are shown in that currency for purposes of comparison.

<sup>3</sup>For year ending June 30, 1950.

<sup>4</sup>For period July 1, 1950 to September 30, 1951.

<sup>5</sup>World Meteorological Organization began operating on April 4, 1951.



## Appendix VI

Budget Appropriations of the United Nations for the  
Financial Year 1953.

<i>Section</i>		<i>Dollars (US)</i>
<b>PART I</b>		
1.	The General Assembly, commissions and committees .....	603,400
2.	The Security Council, commissions and committees .....	—
3.	The Economic and Social Council, commissions and committees.	263,200
	(a) Permanent Central Opium Board and Narcotic Drugs Supervisory Body .....	20,000
	(b) Regional Economic Commissions .....	96,000
4.	The Trusteeship Council, commissions and committees .....	59,900
<b>PART II</b>		
5.	Investigations and inquiries .....	2,140,700
	(a) United Nations Field Service .....	546,200
<b>PART III</b>		
6.	Executive Office of the Secretary-General .....	458,600
	(a) Library .....	475,000
7.	Department of Political and Security Council Affairs .....	769,200
8.	Military Staff Committee Secretariat .....	137,000
9.	Technical Assistance Administration .....	386,700
10.	Department of Economic Affairs .....	2,304,000
11.	Department of Social Affairs .....	1,749,500
12.	Department of Trusteeship and Information from Non-Self- Governing Territories .....	950,000
13.	Department of Public Information .....	2,755,000
14.	Department of Legal Affairs .....	459,400
15.	Conference and General Services .....	9,721,600
16.	Administrative and Financial Services .....	1,604,900
17.	Common Staff Costs .....	4,521,000
18.	Common Services .....	3,831,600
19.	Permanent Equipment .....	247,550
<b>PART IV</b>		
20.	United Nations Office at Geneva (including direct costs, joint secretariat of the Permanent Central Opium Board and Drugs Supervisory Body) .....	4,470,400
	(a) Office of United Nations High Commissioner for Refugees.	650,000
<b>PART V</b>		
21.	Information Centres (other than information services in Geneva) .....	862,300
<b>PART VI</b>		
22.	Economic Commission for Asia and the Far East .....	1,030,000
23.	Economic Commission for Latin America .....	866,000
<b>PART VII</b>		
24.	Hospitality .....	20,000

## PART VIII

25. Official Records (including Permanent Central Opium Board and Drug Supervisory Body) .....	764,000
26. Publications .....	815,200

## PART IX

27. Social activities .....	768,500
28. Economic development .....	479,400
29. Public administration .....	145,000

## PART X

30. Transfer of the assets of the League of Nations to the United Nations .....	649,500
31. Amortization of the Headquarters construction loan .....	1,500,000
(a) Headquarters Construction Costs .....	1,000,000

## PART XI

32. The International Court of Justice .....	630,800
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PART XII (*Deduct*)

33. Global reduction to be achieved in various sections of the budget.-(423,850)	
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Grand Total.....	<u>48,327,700</u>
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## Appendix VII

Percentage Scales of Contributions to the United Nations and Certain Specialized Agencies  
for the Fourteen Main Contributing Countries

## FISCAL YEAR 1953

	United Nations	FAO	ICAO <sup>1</sup>	ILO	UNESCO	WHO <sup>1</sup>	WMO <sup>1</sup>
United States of America.....	35.12	30.00	27.00	25.00	33.33	33.33	11.89
United Kingdom.....	10.30	15.03	8.93	12.79	11.04	10.74	6.44
U.S.S.R.....	12.28	—	—	—	—	5.93 <sup>2</sup>	4.46
France.....	5.75	6.70	5.73	7.49	6.17	5.61	4.96
China.....	5.62	—	—	3.04	6.03	5.61 <sup>2</sup>	2.48
India.....	3.45	5.18	3.47	4.13	3.70	3.04	3.17
Canada.....	3.30	4.76	4.93	3.98	3.54	2.99	2.48
Australia.....	1.75	2.00	3.47	2.35	1.88	1.77	2.48
Sweden.....	1.65	2.11	2.27	2.17	1.77	1.55	1.98
Argentina.....	1.45	1.83	2.40	2.18	1.55	1.73	2.48
Brazil.....	1.45	1.52	2.60	2.22	1.55	1.73	2.48
Belgium.....	1.37	1.78	2.13	1.72	1.47	1.26	1.98
Netherlands.....	1.25	1.70	2.87	1.37	1.34	1.31	1.98
Union of South Africa.....	.83	.95	1.67	1.28	0.89	1.04	1.98

The International Monetary Fund and the International Bank for Reconstruction and Development are omitted from the above table since they are not financed by contributions. Also omitted are the Universal Postal Union (the members of which, for purposes of determining contributions, belong to one of six classes ranging from one unit to twenty-five units), and the International Telecommunications Union (whose members are divided into eight groups ranging from one unit to thirty units), as the method of assessment used by these organizations does not offer a basis of comparison with the scales of contributions of the other Agencies.

<sup>1</sup>These Agencies use the unit method of allocating their expenses among member states. For purposes of comparison and units have been changed to percentages.

<sup>2</sup>The U.S.S.R. and China no longer consider themselves members of WHO, but are still regarded as members by the Agency.



## Appendix VIII

### United Nations Documents

Printed documents of the United Nations may be obtained in Canada at the following addresses: Agents: the Ryerson Press, 299 Queen St. W., Toronto; Periodica, 4234 De La Roche, Montreal. Sub-Agents: Book Room Ltd., Chronicle Building, Halifax; McGill University Bookstore, Montreal; University of Montreal Bookstore, Montreal; Les Presses Universitaires Laval, Quebec; University of Toronto Press & Bookstore, Toronto; University of British Columbia Bookstore, Vancouver; Winnipeg Bookstore, 493 Portage Avenue, Winnipeg. Mimeographed United Nations documents are available to the general public by annual subscription from the United Nations Secretariat, New York; and to university staffs and students, teachers, libraries and non-governmental organizations from the United Nations Department of Public Information, New York.

Complete sets of United Nations documents may also be consulted at the following centres in Canada:

- University of British Columbia (English printed and mimeographed documents).
- Provincial Library of Manitoba (English printed and mimeographed documents).
- University of Toronto (English printed and mimeographed documents).
- Library of Parliament, Ottawa (English and French printed documents and English mimeographed documents).
- McGill University (English printed and mimeographed documents).
- Laval University (French printed documents).
- Dalhousie University (English printed and mimeographed documents).
- University of Montreal (French printed documents).
- Canadian Institute of International Affairs, Toronto (English printed and mimeographed documents).

## Appendix IX

### Publications of the Department of External Affairs

The following is a list of publications relating to the United Nations and the Specialized Agencies, issued by the Department of External Affairs during 1952 and 1953.

1. *Canada and the United Nations*, 1951-1952, 165 pp.; printed, Queen's Printer, Ottawa, Canada; 50 cents. (Editions for the years 1947, 1948, 1949, and 1950 are still available from the Queen's Printer at 50 cents each).
2. *Statements and Speeches*
  - 52/39 Statement at the Seventh Session of the General Assembly of the United Nations.
  - 52/47 The United Nations, its Practical Work and Achievements.
  - 52/49 Statement at UNESCO Conference.
  - 52/51 Address delivered at the dinner of the American Association for the United Nations.
  - 52/53 Indian Resolution on Korea.
  - 52/54 Report to Parliament.
  - 52/55 Adjournment of the Seventh Session of the United Nations General Assembly.
  - 52/56 Tunisia.
  - 52/58 Human Rights.
  - 53/4 United Action for Peaceful Progress.
  - 53/10 The United Nations and What it Stands For.
  - 53/12 The Korean Question.
  - 53/16 Renewed Efforts for World Peace.
  - 53/19 Disarmament.
3. *External Affairs*  
Monthly bulletin of the Department of External Affairs. Obtainable from the Queen's Printer, Ottawa, annual subscription \$1.00 per year, students 50 cents. Most issues contain a section on current developments in the United Nations and the Specialized Agencies. In addition, special articles on subjects relating to the United Nations and Specialized Agencies appear from time to time.















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DEPARTMENT OF EXTERNAL AFFAIRS  
OTTAWA, CANADA

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EDMOND CLOUTIER, C.M.G., O.A., D.S.P.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
1954

Price 50 Cents





## FOREWORD

The purposes of the United Nations, expressed in their broadest and most enduring terms, were inscribed once and for all in the preamble to the Charter. To achieve these ends, the peoples, not the governments or parliaments, but the peoples of the United Nations, pledged themselves to practice tolerance and to live together in peace with one another as good neighbours, to unite their strength to maintain international peace and security, to ensure that armed force would not be used save in the common interest, and to employ international machinery for the economic and social advancement of all. Whether these principles can be translated into policies and practices, into action for peace, depends in the last analysis on public opinion — the fundamental attitudes, sentiments and feelings of men and women everywhere towards the United Nations, its failures and its achievements. Governments themselves can do little if there are not these forces behind them.

In free countries, public opinion must and should be built upon an understanding of the facts, the discouraging as well as the hopeful, and upon the sober judgment that comes from the willingness to see things as they are. On the one hand, the facts must be accessible and on the other, the public, both as individuals and in groups and associations, must be prepared to make the effort necessary to reach a balanced view of world events. This is particularly important in a country such as Canada. The so-called middle powers, especially in the absence of great power solidarity, can usefully take active responsibilities at the United Nations in the working out of limited agreements which may continue to help in averting the catastrophe of general conflict. We can be proud, as Canadians, that we have shown ourselves on the whole willing to master the facts and accept their full implications without either excessive discouragement or excessive optimism. I hope that this series of *Canada and the United Nations* makes a modest contribution to the body of information about world events and Canadian policy to which the Canadian public is certainly entitled.

When Candide decided that the only solution to the world's perplexities was to forget them and to cultivate his garden in solitude, he did not have to reckon with the hydrogen bomb. Today, we cannot afford to forget the perplexities, nor dare we shirk the responsibility which lies upon us all in the search for world peace — the responsibility to know truly, to think clearly and to act with fortitude. From informed public opinion, which accepts without despair the grim realities of our times and does not count upon any magic formula to change those realities overnight, the United Nations will draw its most enduring support and its best help in realizing the hopes and purposes set forth in the Charter.

My specific comments on the year's events, which I have this year given at more length than usual, may be found in the General Survey which stands as Section I of *Canada and the United Nations 1953-54*.

A handwritten signature in dark ink, reading "L B Pearson". The signature is fluid and cursive, with the first letters of each name being capitalized and prominent.

*Secretary of State for External Affairs*

Ottawa,  
September 1954.



## PREFACE

*Canada and the United Nations* is intended to be a current work of reference, which it is hoped will be useful to students of public affairs, in Canada and elsewhere, who may not have ready access either to the primary sources themselves or to the *United Nations Year Book*. Special attention is of course given to the statement of Canadian policy on specific issues, as it has been expressed at the United Nations or developed in response to the various calls made upon this country. Limitations of space prevent the reprinting of the texts of Canadian speeches stating or explaining policy. In any case, the most important of them are available in the two documentary series put out by the Department of External Affairs and listed in the appendices. Current developments necessarily occupy most of the booklet, a limited amount of background material being introduced only where it is necessary to set a subject in an intelligible perspective.

The events described in the present volume fall chiefly in the period July 1, 1953 - June 30, 1954, during which the General Assembly held its resumed seventh session (August 17-28) and its eighth session (September 15-December 9, 1953) and the Economic and Social Council its sixteenth and seventeenth sessions. Mr. L. B. Pearson, Secretary of State for External Affairs, and Mr. Alcide Côté, Postmaster General, were Chairman and Vice-Chairman of the Canadian Delegation to the eighth session of the Assembly. Canada is not at present a member of ECOSOC, and therefore sent no delegations to its sessions. Further details regarding sessions of the various United Nations bodies and Canadian membership in them are given in Appendices I and II.

A list of the abbreviations used in the text for the names of the various United Nations organs is given on the following page.

## LIST OF ABBREVIATIONS

ECAFE	— Economic Commission for Asia and the Far East
ECE	— Economic Commission for Europe
ECLA	— Economic Commission for Latin America
ECOSOC	— Economic and Social Council
FAO	— Food and Agriculture Organization
GATT	— General Agreement on Tariffs and Trade
IBRD	— International Bank for Reconstruction and Development
ICAO	— International Civil Aviation Organization
ICFTU	— International Confederation of Free Trade Unions
IMCO	— Inter-Governmental Maritime Consultative Organization
IMF	— International Monetary Fund
ILO	— International Labour Organization
IRO	— International Refugee Organization
ITO	— International Trade Organization
ITU	— International Telecommunication Union
NATO	— North Atlantic Treaty Organization
NGOs	— Non-Governmental Organizations
NNRC	— Neutral Nations Repatriation Commission
PCOB	— Permanent Central Opium Board
SUNFED	— Special United Nations Fund for Economic Development
TVA	— Tennessee Valley Authority
UNC	— United Nations Command
UNCACK	— United Nations Civil Assistance Command for Korea
UNCIP	— United Nations Commission for India and Pakistan
UNCURK	— United Nations Commission for the Unification and Rehabilitation of Korea
UNESCO	— United Nations Educational Scientific and Cultural Organization
UNICEF	— United Nations Children's Fund
UNKRA	— United Nations Korean Reconstruction Agency
UNRWA	— United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNTAA	— United Nations Technical Assistance Administration
UPU	— Universal Postal Union
WHO	— World Health Organization
WMO	— World Meteorological Organization
WIDF	— Women's International Democratic Federation

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*The Secretary-General of the United Nations,  
Mr. Dag Hammarskjöld (left), photographed before  
the Peace Tower with the Secretary of State for  
External Affairs on his unofficial visit to Ottawa in  
June 1953.*









# I

## GENERAL SURVEY

Nine years ago, when the United Nations Charter was drafted at San Francisco, it was hoped that the new organization might be saved from the weakness and failure of its predecessor, the League of Nations, by the frank acceptance of political realities which entrusted the principal responsibility for the maintenance of peace and security to the five great powers, acting as permanent members of the Security Council and through a Military Staff Committee which was to advise and assist the Security Council on all questions relating to its military requirements for the maintenance of international peace and security. The realities have proved to be other than they seemed in 1945. The unity of purpose among the designated great powers, which was a major premise of the Charter, has proved to be a vain hope. Furthermore, the political situation in China, one of those powers, has radically altered. Nevertheless, though the division of the world into two major power groupings has continued and has so far defeated our expectations that the lessons of two world wars would smooth the path to the achievement of world peace and the full release of man's intellectual, spiritual and material powers to fruitful and constructive uses, the United Nations has not diminished in importance. Rather, so long as its purposes remain our purposes and so long as it continues to afford the best, indeed the only near-universal, forum for multilateral discussion and negotiation, the need to retain and safeguard its position increases rather than lessens. This may be made as a general statement without overlooking its failures, without minimizing the vital role of regional security organizations or without denying the usefulness in some cases of a more limited and specialized approach to certain international problems. The fact remains, and should be restated at this time, when some international issues for special reasons have had to be faced outside the formal framework of the organization, that the United Nations remains our blueprint for building the mansion of peace, and our best hope for realizing the purposes and principles of its Charter.

In discussing the recent negotiated settlements in Indochina, the Secretary-General of the United Nations has reported: "To understand and persist in all reasonable attempts to bring the hostilities to an end by negotiation and to prevent them recurring or spreading was fully consistent with the most basic purposes of the Members as expressed in the Charter of the United Nations." This is the spirit which underlies the acceptance by Canada of heavy obligations in connection with the supervision of the armistice settlements in Indochina. In assuming these obligations we are acting with full consciousness of the responsibilities of United Nations membership. This does not prevent us from regretting, however, that these arrangements were not worked out under the ægis of the United Nations.

Political events during the past year have been such as to underline the above considerations and to call upon our sober determination to make the best and most constructive use we can of the instrument at our disposal. In particular, though it is disappointing that the year which began with the Korean Armistice has not ended with a Korean peace, it is incumbent upon us to study the general development of events in Korea, and to draw from them lessons that may indicate how our efforts to achieve international stability can more effectively be furthered through the United Nations.

The Korean Armistice Agreement has run for a year without serious incident. President Rhee claims that it works to the disadvantage of the Republic of Korea and has appealed for support for a drive to the Yalu River. But, with the United States and other governments, we stand by the Armistice and will not support the resumption of hostilities in Korea despite the failure of the Geneva Conference to achieve the political unification of the country. As the Armistice gains a kind of stability through the passage of time, it is reasonable to expect that there may be a progressive withdrawal of Chinese Communist and United Nations forces from Korea.

Though the Geneva Conference made no real progress towards the objective of unifying Korea, it did provide an opportunity for the parties concerned to put on record their views on the problem. Any further efforts to solve it will not have to go over the same ground again. Furthermore, the Communist Representatives at the Conference failed in their persistent efforts to split the United Nations group.

In view of the results of the Geneva Conference, it may not be possible to make early and decisive progress toward the peaceful unification of Korea. But when further efforts can be made, the United Nations will have to face the hard fact that Korea cannot be unified peacefully except through negotiation with the North Korean and Chinese Communist Governments. Such negotiations can be conducted outside the United Nations but in conformity with United Nations principles, as they were at the Geneva Conference. But if they are to be conducted under the ægis of the United Nations, the participation of the North Korean and Chinese Communist Representatives would pose a problem. Neither Government is a member of the United Nations. Nevertheless, because of their military strength, they would expect to be treated in any such conference on a basis of equality. This in turn would create a difficulty for those member governments which are opposed to the Chinese Communist Government's securing a foothold in the United Nations.

If the United Nations is to serve as the principal forum for the settlement of contentious international issues it will have to face the problem of finding a mutually acceptable procedure for sponsoring negotiations with non-members when they are necessary; even with those who, like the Chinese Communists and North Koreans, have defied its Charter.

The difficulties are not only political. At the same time that the United Nations summoned the collective strength of its members to repel the unprovoked aggression in Korea, it called upon them to



furnish from their economic resources the means to save the Korean people from the worst hardships of war and help them to repair the inevitable damage to their country and its economy. In spite of a generous response from some members, particularly the United States, which has so far in addition to its own bilateral arrangements furnished 65 per cent of the funds contributed to Korean relief and rehabilitation, the United Nations Korean Reconstruction and Rehabilitation Agency is now in the utmost financial difficulty. Its mandate was extended by the eighth session of the General Assembly to June 30, 1955, and it is to be hoped that the response of member governments to renewed appeals for support will be such as to re-affirm the determination of the United Nations to meet this pressing humanitarian call upon its resources.

Progress made during the past year in the development of ever more terrible weapons of mass destruction, what President Eisenhower has called "the awful arithmetic of the atomic bomb", has underlined the need for unflagging effort in the search for an acceptable means of controlling the use and abuse of both conventional and nuclear weapons. In a speech before the eighth session of the General Assembly, President Eisenhower made a proposal to discuss with the powers principally concerned means by which international co-operation in the use of atomic energy for peaceful purposes might be furthered. His frank and statesmanlike offer did not meet with the response it deserved from the U.S.S.R. The United States is therefore now exploring the feasibility of pursuing the plan without the co-operation of the Soviet Union.

The sub-committee of the Disarmament Commission, which met last spring to re-open discussion of disarmament in general, has not been able to report agreement with the Soviet Union. The Representative of the U.S.S.R. brought nothing new or constructive to the sub-committee's work, merely reiterating the shopworn proposals of the last few years. The discussions nevertheless served a useful purpose by leading to a comprehensive review and reformulation of the Western position on disarmament which may yet prove to have narrowed the gap between the two sides and have certainly given fresh force and point to the Western powers' approach to the problem.

The Palestine question was not included in the agenda of the eighth session of the General Assembly, and there has thus been no fundamental review by the United Nations of progress towards a general settlement of the Palestine problem. During the year, conditions did not show the hoped-for improvement. The reintegration or resettlement of the Arab refugees who are at present the care of the United Nations Relief and Works Agency for Palestine Refugees continues to lag owing to the complex political problems and intense feeling involved. It is, however, encouraging that Israel and Jordan have reached agreement in principle on the equitable international use of the waters of the River Jordan. An increase in the number of serious incidents occurring on the borders of Israel and Jordan, several of which were brought before the Security Council, led to an enlargement in the numbers of the United Nations Truce Supervision Organization and to a review and recommendations by the retiring Chief of Staff, Major-General Vagn Bennike,

on steps to improve relations between Israel and Jordan. During the next twelve months a Canadian, Major-General E. L. M. Burns, will carry the grave responsibility of Chief of Staff of the Organization.

The Economic and Social Council, the Specialized Agencies and their respective subordinate organs and affiliates have carried on the valuable work which is described in detail in the appropriate sections of this book. Much of it, especially on the technical and scientific side, is a quiet continuation and expansion of the forms of specialized international co-operation which, in their essence, were inherited from the scholars of the Middle Ages and Renaissance and were so notably developed during the nineteenth century. Important as they are, they offer little that is dramatic or startling and would be remarkable only in their cessation or loss. In other fields, the assumption of an international scale of the obligation to assist in the planned change of economic and social patterns and the sharing of economic, social and technical skills which is written into the Charter, is a new development in international relations. It is therefore neither surprising nor alarming that certain projects — the Covenants on Human Rights, the proposals for establishing an international fund for economic development and an international finance corporation — have not reached final fruition. The Expanded Programme of Technical Assistance, on the other hand, has developed both in scope and efficiency and remains one of the most successful of the efforts made by the United Nations to achieve the world-wide reduction of want and ignorance. Canada's belief in the efficacy and importance of the programme was affirmed during the year by an increase of almost 100 per cent in Canada's monetary contribution to technical assistance.

The past year has been an important one in the history of the United Nations as a functioning organization. The new Secretary-General, who has approached his task with clear-sighted vigour and a statesmanlike grasp of reality, has carried out what, in his own words, he describes as a "continuous, intensive and critical" review of the Secretariat and the tasks assigned to it "for the purpose of ascertaining how, with due regard both to its capacities and its limitations, it can better fulfil the responsibilities placed upon it". A considerable part of this responsibility for making the most rational use of the Secretariat's services rests with member states, which have an obligation — not always discharged — to exercise discretion and restraint in the choice of projects to be assigned to it. Changes have been made in the staff regulations which, together with the opinion handed down by the International Court of Justice on July 13, will do much to clarify the rights and responsibilities of the international civil servant and to establish them on a firm basis.

In accordance with Article 109 of the Charter, which originated in a Canadian proposal at San Francisco, there will be an item on the agenda of the tenth session of the Assembly in 1955 regarding the desirability of holding a review conference. A number of constitutional studies have been undertaken, by the Secretariat, and in Canada and elsewhere, as a preliminary to the consideration of the question. At this point in the history of the United Nations,

when the Charter, like any important constitutional document, has gathered a body of precedent and interpretation, and when we have had nine years of experience of its actual operation to guide us, such a stock-taking is normal and may produce useful results. We should, however, regard the process as one of review, which is how it is actually described in Article 109, and should not overlook the considerable constitutional difficulties in the way of revision nor assume either that the Charter must be revised or that such revisions would be a panacea for whatever may be unsatisfactory in the present state of international relations. If we really want the Charter to work, it will work. If we do not, no amount of tinkering will make it work.

In trying to sum up the year's events at the United Nations in a few words, it might be said that in the economic and social field there has as usual been much patient, constructive and inconspicuous work. A healthy review and remarshalling of the forces of the organization itself, as a functioning mechanism, has been largely completed. In the political and security field, there have undoubtedly been some discouragements and setbacks and there are issues to be met, both in the United Nations and outside, which will call upon all our reserves of skill, understanding and patience. But the results of our search for constructive solutions to the problems which threaten international peace and security, though they leave little room for complacency, are no excuse for despair or defeatism, and should strengthen our resolve to use to its utmost capacity the tool we have ourselves fashioned to aid us in the long and weary search for peace.



## II POLITICAL AND SECURITY

### Korea

After the Korean Armistice Agreement was signed on July 27, 1953, the seventh session of the General Assembly reconvened on August 17, under the presidency of Mr. L. B. Pearson, to discuss the establishment of the political conference which paragraph 60 of the armistice had recommended should be called within three months to negotiate a settlement of the Korean problem. As had been provided in the armistice, the custody of the prisoners of war who had refused repatriation was in the hands of a Neutral Nations Repatriation Commission consisting of India, Sweden, Switzerland, Poland and Czechoslovakia, and the question of the disposition of these prisoners did not immediately arise.<sup>1</sup>

Having rejected Soviet motions that the Peking and North Korean regimes be represented in the discussions, the reconvened seventh session turned to its principal task, which was to determine the composition of the political conference. The United States position was that the Armistice Agreement was based on the concept of two sides and that the conference should therefore consist of the belligerents and be "cross-table"; the Soviet Union, which could participate neither as a neutral nor on the United Nations side, should be present on the other side so that the country could take its proper share of responsibility for peace. The United Kingdom and France did not endorse this strict interpretation of the agreement, but held that all countries which could usefully contribute to the negotiations should be invited. The Canadian view, which was similar, was stated in committee on August 19 by the Vice-Chairman of the Delegation. He said that the objective was to get to the conference the countries which should be there to give the best chance of achieving results. It would be unrealistic to hold the conference without the Soviet Union, and India too was entitled to participate because of its importance in Asian affairs and its leading role in the efforts at conciliation which had greatly facilitated the achievement of the armistice.

The Soviet Delegation held that nothing in paragraph 60 denied the right of the General Assembly to invite non-belligerents and that the conference could succeed only if based on the round-table principle. This view received support from Mr. Chou En-lai, who in a cable to the President stated that the Government of Communist China would consider recommendations of the General Assembly only if they were in accord with certain principles, one of them being that the conference should take the form of joint negotiation of both sides of the armistice "with the participation of other nations concerned".

Four draft resolutions on the composition of the political conference were tabled. The first, intended to implement paragraph 60

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<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 1-7.

of the Armistice Agreement, was sponsored by all those countries (except South Africa) which had given military support to the United Nations in Korea, and became known as the 15-power resolution. It provided *inter alia* that the United Nations side at the proposed conference should consist of all those member states who were contributing armed forces under the Unified Command and who wished to be represented, plus the Republic of Korea. Participating governments would have full freedom of action at the conference. After consultation with the eligible governments, the United States would arrange with the other side for the conference to be held not later than October 28. Member states represented would keep the United Nations informed of conference developments at appropriate times.

The two next draft resolutions were based on the assumption that the first would be passed. One, submitted by Australia and New Zealand, provided for Soviet representation on the condition that the other side desired it; the other, submitted by Australia, Canada, New Zealand and the United Kingdom, recommended the inclusion of India without proviso.

The Soviet Delegation tabled a resolution recommending that the conference be composed of certain non-belligerents, some belligerents on the United Nations side and the two (North Korea and Communist China) on the other side.

The 15-power resolution was adopted in committee by a vote of 42 in favour (including Canada) 5 against (the Soviet bloc) and 12 abstentions. The Committee also approved the resolution inviting Soviet participation by a vote of 55 in favour (including Canada) 2 against and 2 abstentions. The Soviet Delegation, though it failed to have removed from the draft the qualification "provided the other side desires it", nevertheless voted in favour.

The draft resolution regarding Indian participation became the most controversial. On August 24, the observer of the Republic of Korea, Dr. Pyun, made an intemperate attack upon India, and said that his Government would find it impossible to collaborate with India on the same side. The next day, Mr. Krishna Menon explained that India was not a candidate for representation but would make up its mind whether participation would be likely to further peace after the General Assembly and the other side had made their decisions. The United States Representative afterwards announced that he would vote against Indian participation for three reasons: first because a conference limited to the belligerents on both sides was most likely to succeed; second, because in view of the South Korean attitude India's participation would jeopardize the success of the conference; and third, because an invitation to India would mean that the claims to attend of such nations as Japan and Nationalist China would be undeniable. The resolution on Indian participation was adopted in committee by a vote of 27 in favour (including Canada) 21 against and 11 abstentions. All the usual United Nations groupings had divided on the issue except the Soviet bloc. Since the resolution was not assured of the necessary two-thirds majority in plenary session, Mr. Menon requested that it be dropped and his wishes were respected.

One further resolution submitted by Burma, India, Indonesia and Liberia requested the Secretary-General to communicate the Assembly's proposals to the Peking and North Korean regimes and to report as appropriate. It was adopted by a vote of 54 in favour (including Canada) 4 against and 2 abstentions.

The voting in plenary session followed the same lines as in committee and the seventh session of the General Assembly closed on August 28.

By the time that the eighth session of the Assembly opened on September 15, the United States had received no reply to several messages sent to Peking and North Korea enquiring about a time and place for the political conference. But on September 13, Mr. Chou En-lai, followed by the North Koreans, had sent a message to the Secretary-General calling on the General Assembly to provide for a conference including the belligerents and, as neutral nations, the Soviet Union, India, Indonesia, Pakistan and Burma. The time and place of meeting should be discussed by the two sides after composition had been agreed upon. The Soviet and Polish Delegations proposed that consideration of both messages be included in the agenda of the eighth session, but this suggestion was rejected. The Chairman of the Canadian Delegation, during the discussion, stated that it would be wrong, merely because of these demands, for the General Assembly to reopen consideration of the conference and try to reverse its decisions so soon. Moreover, the Assembly had a right to expect the Peking and North Korean regimes to express their views regarding time and place.

The General Assembly did, however, already have on its agenda the report of the United Nations Commission for the Unification and Rehabilitation of Korea, an item which in the past had led to comprehensive discussion of the Korean problem. The Political Committee decided, after debate, that consideration of the report should be placed at the bottom of the agenda, with the proviso that it might be debated at any time upon the request of a simple majority. Most delegations, including the Canadian, thought that the delay was necessary to give the United States adequate opportunity to negotiate arrangements for the conference as provided in the seventh session resolution.

On October 10, Communist China and North Korea agreed to meet the United States and talks began in Panmunjom on October 26. They broke down on December 12, when the Communists accused the United States of conniving with the Republic of Korea in what it termed the "perfidious" action of releasing about 27,000 prisoners of war. The United States Representative denied the charge, and when the Communists repeated it said that he would treat it as notification they wanted the talks recessed indefinitely. Before this final breakdown, the negotiations had come up against two main points at issue, the first as to the status of Soviet participation in the proposed conference, the second concerning the participation of neutrals generally. The Communists claimed that the Soviet Union should participate as a neutral and, in accordance with Mr. Chou En-lai's suggestion, wanted four Asian neutrals represented. It was the United States view that the Soviet Union was not a neutral and



must register its vote with the Communist side on every substantive agreement reached by the conference. As regards neutral participation, the United States suggested that some or all of the governments which had been, or were, actually working in Korea might participate as non-voting observers. This formula would have admitted the governments represented on the NNRC, i.e. India, Sweden, Switzerland, Poland and Czechoslovakia. By December 8, both sides had put their proposals in writing.

Meanwhile, the General Assembly was nearing the end of the session, scheduled for December 8, and while a majority of delegations wanted the Korean problem discussed at the eighth session they did not consider an immediate debate would contribute to the success of the Panmunjom negotiations. There was, however, a difference of opinion as to whether the Assembly should recess to a fixed date, or should adjourn subject to recall if and when Korean developments should make it desirable. A resolution proposing an indefinite adjournment was submitted by Brazil. The Indian Delegation favoured a fixed date because of the responsibilities undertaken by India as Chairman and Executive Agent of the NNRC which, as Mr. Menon pointed out to the Assembly, would have to decide by January 22 what to do with the prisoners of war in its custody if the political conference had not by then convened. He had therefore proposed a resolution providing that the Assembly should stand recessed until February 9, 1954, although the President might call it together "for good and sound reasons" either before or after that date. This procedure would give the General Assembly the opportunity to endorse any decision taken by the NNRC as to the disposition of prisoners. The Indian and Brazilian Delegations finally reached an understanding and submitted a joint resolution providing that the President, with the concurrence of a majority of members, could reconvene the session if in her opinion Korean developments warranted it, or if, for the same reason, she were requested to do so by one or more members. This resolution was adopted by a vote of 55 in favour (including Canada) none against and 5 abstentions (Soviet bloc).

At the year's end, the Indian Custodial Force on behalf of the NNRC continued to hold more than 22,000 prisoners, some 21,700 of whom had refused repatriation to the Communist side. During the period ending December 23, when representatives of both sides were allowed access to the prisoners to encourage them to choose repatriation, the Communist Representatives had actually conducted explanations for only ten days and had persuaded some four per cent of those interviewed to return to their control. Finally, explanations on both sides came to a halt when the prisoners refused to be interviewed.

The question now arose as to what the NNRC would decide regarding the disposition of the prisoners. As the United Nations Command interpreted the NNRC's terms of reference, if the political conference did not meet within 120 days, or if it met but failed to agree within 30 days on the disposition of the prisoners, the Commission was bound to release them to civilian status (as it worked out, on January 23, 1954). With this interpretation the Canadian

Government agreed. But the Chairman of the NNRC, Lieutenant-General K. S. Thimayya of India, on January 14 informed the UNC of a different view: that since the conference had not met and since the explanation procedures provided for had not been fully implemented, an integral part of the pattern set in its terms of reference was missing and the Commission was accordingly not competent to release the prisoners to civilian status. He therefore proposed to restore to the UNC on January 20, the prisoners formerly held by it. Unilateral action by the UNC to release the prisoners he would consider not in accord with the Armistice Agreement. General Hull of the UNC replied that his Command would arrange for the accommodation and disposition of the prisoners and on January 23, 1954 would regard them as fully entitled to their freedom as civilians. The return of the prisoners was carried out without incident, and the NNRC by a majority vote declared its dissolution with effect from February 21. Meanwhile, India had requested that the General Assembly be reconvened before the NNRC dissolved, but a majority of members, including Canada, did not consider this advisable, and the session was not reopened.

The next development was the announcement made on February 18 in Berlin by the Foreign Ministers of France, the Soviet Union, the United Kingdom and the United States that they had agreed to call a conference in Geneva to be attended by the Big Four, Communist China, North and South Korea and those of the countries participating in the military effort in Korea which wished to be represented. All the countries invited to attend, with the exception of South Africa, accepted. Prince Wan of Thailand served as Chairman of the first meeting and Mr. Molotov and Mr. Eden followed thereafter in rotation.

On April 23, several days before the Conference began, the Secretary of State for External Affairs, when asked what specific points Canada would try to press for, replied:

Our whole approach to the Korean problem is a United Nations one. . . . It is because of our United Nations obligations that Canada has participated in the efforts to check aggression in Korea. The objectives that we will press for at Geneva are, therefore, as you would expect, United Nations objectives. . . . What the United Nations seeks is a unified, independent, and democratic Korea under a representative form of government. This is our ultimate objective, and our Delegation will, of course, press for it. If we can't make much progress now toward its achievement at Geneva, then we will at least do everything we can to maintain the present armistice agreement, and to leave the opportunity open for further negotiations later on. We must prevent, if we can, any retreat to renewed fighting.

The North Korean Delegation tabled the first proposals at the Conference, supported by Mr. Molotov and Mr. Chou En-lai. They called for the election by the legislatures of North and South Korea of a joint commission, including representatives from "democratic social organizations", which would take action to ensure free elections throughout the peninsula for a national assembly. All foreign troops would be withdrawn within six months and the peaceful development of the unified Korea would be guaranteed by the countries primarily concerned with peace in the Far East. All three Communist Delega-

tions claimed that the United States was responsible for tension in Asia and aggression in Korea, and that the United Nations, by backing the intervention of the United States, had lost the moral authority to deal with the Korean question.

In replying, Mr. Dulles first disposed of the charges of United States aggression in Korea and second proposed that the Chinese Communists withdraw from North Korea and allow the United Nations Commission for the Unification and Rehabilitation of Korea, established by the General Assembly on October 7, 1950, in order to complete the unification of Korea by observing elections above the thirty-eighth parallel, to carry out its mandate. He rejected the North Korean proposals, which he said did not meet the requirements of a free, unified and independent Korea. Other delegations on the United Nations side agreed with his appraisal. They pointed out further that the North Korean regime would have equal representation and a virtual veto on the joint commission even though it controlled only a small minority of the Korean population and was guilty of aggression. Moreover, the proposed elections would be without international supervision and the withdrawal of foreign forces would favour the Chinese Communists, who had only to retire behind the Yalu River. The leader of the Canadian Delegation, speaking on May 4, analysed the North Korean proposals in detail and stated that the most superficial examination of these proposals, since they rejected free elections guaranteed by impartial and effective outside international supervision, showed that they provided no hope of bringing about a free, united and democratic Korea. The Communist Delegations, to counter some of these criticisms, proposed a neutral nations supervisory commission, not a United Nations agency, to supervise the elections. But since it was clear that the entire control of the election procedure would remain with the joint Korean commission, this proposal was unacceptable to the United Nations side.

On May 22, Mr. Pyun presented the proposals of the Republic of Korea, which were endorsed by the United States. They called for free elections under United Nations supervision within six months in North Korea and South Korea in accordance with the latter's constitutional processes. The new all-Korean legislature, in which representation would be proportionate to the population of the whole country, would be left to decide on the disbanding of military units, the amendment of the South Korean constitution and whether the President of unified Korea should be newly elected. Chinese Communist troops would withdraw before the elections but the United Nations forces should not complete their withdrawal until the unified government controlled all Korea. The United Nations would guarantee the territorial integrity and independence of the unified state.

These proposals the Communist Delegations rejected as being intended to enable the South Korean Government to unify the country with foreign support. They urged that the Conference should first adopt certain fundamental principles regarding the Korean settlement, leaving details of their implementation for further working out. The acting Canadian Delegate, on June 11, in discussing the Communist proposal, declared that the so-called details were not



extraneous to the principles but were essential to them, and concluded that "in the long run it will be better if we squarely face the facts of our disagreement and acknowledge them than to delude ourselves with false hopes and lead the people of the world to believe that there is agreement when there is no agreement". Other delegations made statements in a similar vein and it was now evident that the Conference was divided on two basic issues — the authority of the United Nations and free elections.

Mr. Molotov wanted the Conference to agree that pending a final Korean settlement, no action should be taken which might threaten the peace in Korea and to express confidence that both Koreas would act in accordance with such agreement. The acting United States Delegate replied that the Armistice Agreement contained specific provisions for its continuance so long as the Communists observed it and these were supported by a General Assembly resolution. Consequently, the maintenance of the armistice was now provided for in more formal and exact terms than those proposed by Mr. Molotov.

The crisis had now been reached. Prince Wan read into the record a declaration on behalf of the participants on the United Nations side which declared that they had been compelled regretfully to conclude that so long as the Communist Delegations rejected the two fundamental issues of United Nations authority and free elections, further consideration of the Korean question by the Conference would serve no useful purpose. The statement re-affirmed continued support for the objectives of the United Nations in Korea. Mr. Chou En-lai suggested that the Conference should resolve to try again to solve the Korean problem at a time and place to be determined later, but Mr. Bedell Smith for the United States pointed out that such a resolution seemed to place responsibility for the settlement of the Korean question on the Conference, which was not a permanent body outside of the United Nations. Mr. Eden, as Chairman, explained that in the absence of an agreed voting procedure, the various statements which had been made would now form part of the Conference records. He expressed the hope that the day would soon come when the joint task of the Conference participants could be carried through to a successful conclusion. On this note the Korean phase of the Geneva Conference ended, June 15, 1954.

When it had become fairly clear that the Geneva Conference might fail to reach a solution of the Korean problem, the Secretary of State for External Affairs reported in this sense to the House, adding that such a failure should not mean a resumption of hostilities and would not impose any obligation upon Canada, direct or indirect, to participate in the unification of Korea by force. He continued, however, that it was to be expected the United Nations would pursue the objective of the unification of Korea by peaceful means and that the Canadian Government would give it full support in these efforts.

The next step concerning Korea will be for the member states which were parties to the declaration to inform the United Nations of proceedings at the Geneva Conference. The General Assembly, which remains seized of the Korean problem, will have occasion to consider it further at its ninth session.

## **Atrocities Committed Against United Nations Prisoners of War in Korea**

On October 30, 1953, the United States requested that there be included in the agenda of the eighth session of the General Assembly an additional item entitled "Question of Atrocities Committed by the North Korean and Chinese Forces against United Nations Prisoners of War in Korea". In explaining this item to the General Committee, the United States Representative drew attention to "the accumulation of evidence that atrocities had been committed by the aggressor forces in Korea against many of the captured military personnel of the United Nations Unified Command, representing several national contingents, as well as against the civilian population of Korea".

On November 11, the General Assembly accepted, by 53 votes to 5, with 2 abstentions, a recommendation of the General Committee to include the item in the agenda of the eighth session and to consider it directly in plenary without reference to a committee.

On November 26, the United States Representative submitted to the Secretary-General a report containing portions of the filed evidence of incidents of atrocities which occurred in the battle zone in Korea. This report was placed before the Assembly. On the same date a resolution was introduced by Australia, France, Turkey, the United Kingdom and the United States which recalled the legal requirements for humane treatment of prisoners of war and civilians in time of war set forth in the Geneva Conventions; referred to the desire of the General Assembly to secure full observance of the requirements of international law and of universal standards of human decency; expressed grave concern at the reports and information submitted to the Assembly; and condemned the commission by any governments or authorities of atrocious acts against captured military personnel or civilian populations.

Speaking in the debate which followed, the Canadian Representative said that it was appropriate "to draw attention to the legal requirements for humane treatment of prisoners of war and civilians in accordance with the conduct of hostilities as established by general international law". He said that the least that could be done was to call upon nations to give effect to the basic standards of conduct and morality, and to respect the dignity of the human person, and expressed the hope that after condemning the commission of such acts of atrocity as had been reported, members of the United Nations could turn their attention to the task of rehabilitation in Korea and the making of peace. The resolution was adopted by a vote of 42 in favour (including Canada) 5 against (the Soviet bloc) and 10 abstentions.

On December 23 the Secretary-General circulated to member states a telegram from the North Korean Foreign Minister repudiating and condemning the General Assembly resolution and reiterating the counter-charges of atrocities against the United States. In January and March 1954, at the request of the Communist Chinese and North Korean Governments respectively, the Secretary-General

circulated to member states copies of reports prepared by the Chinese and North Korean Red Cross Societies which contained charges of atrocities allegedly committed by United States forces in Korea. There had been no further developments at the time of writing.

### **Burmese Complaint Against Chinese Troops**

In accordance with the resolution adopted at the seventh session of the General Assembly, asking it to report as appropriate, the Burmese Government in a letter of September 10, 1953 to the Secretary-General had stated that little progress had been made in the evacuation of Chinese Nationalist troops from Burma.<sup>1</sup> But on October 29, military representatives of the United States, Thailand, Burma and Nationalist China meeting in Bangkok announced that China had given assurances that about 2,000 "foreign forces" with their dependents would be evacuated.

Debates at the General Assembly, which opened on October 31 but were suspended while evacuation began, were resumed on November 27. In the course of the discussion, Burma opposed any United Nations sanction for the activities of the Joint Military Committee in Bangkok. Canada co-sponsored a draft resolution finally adopted in modified form by a vote of 56 in favour (including the Soviet bloc) and 1 abstention (Afghanistan), China not participating. It urged that all states refrain from giving assistance to the foreign forces in Burma; requested the Government of Burma to report to the General Assembly as appropriate; and invited "other governments concerned" to report on any action taken to implement the resolution. The United States and Thailand were commended for their efforts.

During the Assembly session, over 2,000 persons had been flown from Thailand to Formosa, and again between February 4 and March 20, over 3,000 persons were evacuated. After the Burmese army had cleared the southern Shan states of Chinese Nationalist guerillas, General Li Mi on May 29 announced from Formosa the dissolution of his "anti-communist" army. About 2,000 Chinese troops probably remain in Burma.

### **Thai Appeal to the United Nations**

In conformity with Articles 34 and 35 of the Charter, the Government of Thailand on May 29 drew the attention of the President of the Security Council to the large-scale fighting which had repeatedly taken place in the immediate vicinity of Thai territory (that is in Indochina) and which, in its view, represented a threat to the security of Thailand. It requested that the Security Council provide for observation under the Peace Observation Commission established as a result of the Uniting for Peace resolution of 1950.

The Security Council met on June 3 to hear the statement of the Representative of Thailand, and again on June 16 to consider and to vote on a formal resolution tabled by the Thai Government. This resolution asked that the Peace Observation Commission establish a sub-commission authorized to send observers to Thailand;

<sup>1</sup>See *Canada and the United Nations 1952-53*, p. 20.



to visit Thailand; to consider such data as might be submitted to it; and to make reports and recommendations to the Peace Observation Commission and to the Security Council. If the sub-commission considered that it could not adequately accomplish its mission without visiting states contiguous to Thailand, it was to seek instruction from the Peace Observation Commission or the Security Council. This resolution was rejected by a vote of 9 in favour, 1 against (the Soviet Union) and 1 abstention (Lebanon). In accordance with the Uniting for Peace resolution, the Thai Government may now submit its request to the General Assembly.

## Kashmir

On December 30, 1947, India complained to the Security Council that the State of Jammu and Kashmir, which two months earlier had acceded to India, was being invaded by Muslim tribesmen with the support of regular Pakistan troops. This complaint, together with Pakistan's counter-charges, is still before the United Nations, and the cease-fire line established in July 1949 continues to be supervised by a United Nations Military Observer Group.<sup>1</sup>

The Security Council has made a number of attempts to secure the withdrawal of troops and to arrange a political settlement. The United Nations Commission for India and Pakistan established in April 1948 managed to achieve a cease-fire over a year later and won acceptance of the principle that the future of Kashmir should be settled by a plebiscite. In succession to UNCIP, in March 1950 the Security Council appointed Sir Owen Dixon as United Nations Representative with the task of arranging for, and acting as mediator in, a demilitarization programme preliminary to a plebiscite. His proposals for a plebiscite in the Vale of Kashmir (the portion most in dispute) with partition of the remainder were rejected.

Dr. Frank P. Graham, Sir Owen Dixon's successor, made some progress during 1951 and 1952 in reducing the area of disagreement to the issue of demilitarization and related problems. In the end, however, he failed to persuade the two countries to agree and suspended his efforts at mediation after submitting his fifth report to the Security Council early in 1953. Shortly thereafter it became known that the Kashmir problem was to be the subject of direct conversations between the Prime Ministers of India and Pakistan; the United Nations has not, since that time, played an active role in the negotiations.

During the summer of 1953, the Prime Ministers met three times. At the third meeting in New Delhi in August, the Prime Ministers agreed to appoint a plebiscite administrator by April 1954 and a committee of officials was set up to study the following problems:

- (1) The creation and maintenance of a peaceful atmosphere;
- (2) arrangements for withdrawing tribesmen and Pakistani nationals from the state;
- (3) the size and character of the armed forces to be maintained in the state during the plebiscite period;

<sup>1</sup>See *Canada and the United Nations 1952-53*, p. 15.

- (4) the local authorities to be responsible for administration in Azad Kashmir;
- (5) the safeguarding of fundamental rights in the state.

Although this committee produced an optimistic report in December 1953, subsequent developments appear to have caused some delay in the completion of its work. The plebiscite administrator has not yet been named.

Following Pakistan's decision early in 1954 to accept military assistance from the United States, India voiced objections to the continuance of United States military personnel as members of the United Nations Military Observer Group in Kashmir on the grounds that they could no longer be considered neutral. The Secretary-General has pointed out that agents of the United Nations in their actions for the United Nations are assumed to be neutral and when acting for the United Nations should not be regarded as nationals of any state. Despite the delay in progress towards settlement by direct negotiation, there has been no formal change in the status of the dispute and both countries remain pledged to continue their efforts to reach agreement by direct negotiation.

Canada continues to provide nine officers to the United Nations Military Observer Group for India and Pakistan.

## Palestine

A variety of questions relating to Palestine came before organs of the United Nations during the year 1953-54. Assistance to Palestine refugees continued to be regulated by the General Assembly and administered by the Relief and Works Agency.<sup>1</sup> Resolutions adopted by the Assembly between December 1948 and January 1952 continued similarly to guide the activities of the Palestine Conciliation Commission, which was created for the triple purpose of planning a permanent international regime for the Jerusalem area, facilitating the repatriation or compensation of Palestine refugees and helping Israel and the Arab states to reach a final settlement of outstanding issues.<sup>2</sup> In 1953, for the first time since the establishment of the Commission, a discussion of its work was not inscribed on the agenda of the General Assembly. The Security Council, on the other hand, was asked to consider ten separate complaints concerning non-observance of armistice agreements and met almost continuously from October until May for this purpose. The Truce Supervision Organization, whose Chief of Staff reports to the Security Council on observance of the cease-fire and whose members serve as chairmen of the Mixed Armistice Commissions and military observers along the armistice lines, had a busy year under General Bennike of Denmark, whose period of service lasted from June 1953 to September 1954.

### Palestine Conciliation Commission

The most important work done by the Palestine Conciliation Commission in the year under review was in connection with plans for compensating Arab refugees for property abandoned in Israel.

<sup>1</sup>See below pp. 58-59.

<sup>2</sup>See *Canada and the United Nations 1952-53*, pp. 8-10.

The Commission assured itself that Israel was keeping a record of Arab properties transferred by the Custodian to the Development Authority for the use of Israeli citizens. A small staff appointed by the Commission continued to work on a pilot project for identifying and evaluating Arab properties in a limited area. The Commission encouraged Arab refugees to accept the partial release of blocked accounts in Israeli banks which the Government of Israel had offered, and went on to discuss the possibility of securing the release of the remainder of the accounts.

### **Joint Exploitation of Jordan Water Resources**

On September 2, 1953, Israel began canal-digging operations in one of the demilitarized zones on the Syrian frontier in order to divert Jordan water westward to a declivity above Lake Tiberias where a hydro-electric plant could be operated. At a later stage Jordan water was to be piped to southern Israel for irrigation purposes. Syria had not agreed to either project. On September 23 General Bennike, Chief of Staff of the United Nations Truce Supervision Organization in Palestine, asked Israel to stop work on the canal in the demilitarized zone until agreement could be reached. The operations continued, however, and on October 16 Syria referred the matter to the Security Council. On October 28 Israel undertook to suspend digging operations within the demilitarized zone pending consideration of the question by the Security Council.

Syria's complaint was debated at intervals in the Security Council until January 20, 1954, when a vote was taken on a joint draft resolution proposed by France, the United Kingdom and United States. This endorsed General Bennike's action in asking for suspension of the operations. It called on the parties to comply with all his decisions and requests, pointing out that the armistice agreement must be strictly and faithfully observed if the return of peace was to be promoted. General Bennike was asked to explore the possibility of reconciling Israeli and Syrian interests while safeguarding the rights of individuals in the demilitarized zone. The Governments of Israel and Syria were called upon to co-operate with General Bennike and to refrain from any prejudicial unilateral action. Although this draft resolution was supported by seven members of the Security Council it failed of adoption because of a Soviet veto. The U.S.S.R. and Lebanon insisted that there should be a clearer indication that the basis of the proposed reconciliation should be acceptable to the Syrian Government.

In October 1953 a personal representative of President Eisenhower, Mr. Eric Johnston, went to Arab capitals and to Israel to ask for consideration of a plan prepared by TVA experts and submitted to the United Nations Relief and Works Agency for regional development of water resources of the Jordan Valley. Israel announced a project of its own for the same purpose. In February 1954 the Arab states appointed a group of engineers to prepare another plan for the joint exploitation of the water resources of the Jordan Valley. Later in the month the Secretary-General of the United Nations asked Dr. Ralph Bunche to head a committee of the Secretariat to examine all plans put forward in this connection. After a second Middle East tour Mr. Eric Johnston was able to report



to President Eisenhower on July 6, 1954 that Syria, Jordan, Lebanon and Israel had accepted the principles of equitable international sharing of the waters of the Jordan River in a unified development project and the appointment of a neutral impartial authority to supervise withdrawals of water from the river system.

### **Relations between Israel and Egypt**

On January 28 Israel asked the Security Council to consider Egypt's restrictions on the passage through the Suez Canal of ships trading with Israel and interference with shipping in the Gulf of Aqaba. Egypt responded on February 3 by asking the Security Council to discuss violations of the armistice agreement by Israel in the El-Auja demilitarized zone in the southern desert, but did not press the matter after Israel objected that it was to come before a special committee.

Restrictions on shipping in the Suez Canal and interference with ships in the Gulf of Aqaba were debated between February 5 and March 29. On March 29 the Security Council voted on a New Zealand draft resolution which recalled the resolution of September 1, 1951, noted "with grave concern" that Egypt had not complied with this resolution and called upon Egypt to comply "in accordance with its obligations under the Charter". It went on to say that the complaint about interference with shipping in the Gulf of Aqaba should be dealt with in the first instance by the Mixed Armistice Commission. Eight members of the Security Council supported the draft resolution but it was rejected because the U.S.S.R. joined Lebanon in voting against it. The Representative of the Soviet Union argued that under the Constantinople Convention of 1888 freedom of passage for shipping in the Suez Canal was a matter to be taken up by representatives of the signatories rather than by states which might happen to make up the Security Council.

### **Control of Israel-Jordan Armistice Line**

Despite diplomatic intervention by the United States, the United Kingdom and France, groups of Israelis who had had army training and possessed army equipment continued after June 1953 to attack Jordanian villages with a view to discouraging Arab infiltration. In August there occurred reprisal raids on three Jordanian villages, and on the night of October 14-15 a well-armed Israeli force believed to be the equivalent of half a battalion attacked the Jordanian village of Qibiya. Fifty-three persons lost their lives and several buildings were destroyed.

On October 17, to halt a rapid drift toward open hostilities, the United States, the United Kingdom and France referred the question of compliance with the armistice agreements to the Security Council, which obtained from the Chief of Staff of the Truce Supervision Organization a report on conditions along all the armistice lines. On November 24, by nine votes in favour and none opposed (Lebanon and the U.S.S.R. abstaining), the Security Council adopted a resolution expressing the strongest censure of the "retaliatory action taken at Qibiya by armed forces of Israel", which could only prejudice the chances of a peaceful settlement. It called on Israel to prevent "all such actions" in the future. It also asked Jordan to "continue

and strengthen" the measures it was already taking to prevent infiltration into Israel, reminded both Governments of their obligation to prevent all acts of violence "on either side of the line" and called upon them to ensure the effective co-operation of local security forces. The Secretary-General was asked to consider with General Bennike the best ways of strengthening the Truce Supervision Organization, while General Bennike himself was instructed to report back to the Security Council in three months on the observance of the four armistice agreements, making suitable recommendations. He was to take into account any agreement which might be reached between Jordan and Israel as a result of the initiative taken by Israel on November 23 in asking the Secretary-General to convene a conference under Article 12 of the armistice agreement in order to review the terms of the agreement.

General Bennike reported on February 24 that Jordan had increased the number of police and of patrols along the armistice line, punished known infiltrators, removed suspects from the frontier zones and replaced officials lacking in vigilance. Israel had improved and increased its border police force and infiltration and thefts had decreased. Nevertheless there had been an intensification of psychological warfare and the number of complaints registered with the Mixed Armistice Commission had consequently increased. He recommended more frequent meetings between local commanders. The strength of the Truce Supervision Organization was built up. Seventeen military observers, including four Canadian officers, were added between December 1953 and July 1, 1954 to bring the total to 41. The supporting staff was increased from 50 to 67.

Meanwhile the conference Israel had asked for to review the terms of the Israel-Jordan armistice agreement did not take place. Jordan wished to avoid being drawn into special negotiations with Israel on a political level under Article 12 of that agreement, but offered to talk about the enforcement or amendment of the armistice agreement within the existing Mixed Armistice Commission under Article 11. Israel continued to demand a special conference, attendance at which was obligatory under Article 12 when once the Secretary-General had convoked it. Mr. Hammarskjöld had issued invitations to the conference but had not actually set a date for the opening of the meetings when incidents occurred between March 17 and 23 which led him to decide not to press for the conference immediately.

On March 17 an attack by unknown assailants on an Israeli bus led to the death of eleven Israelis. Israel insisted that Jordan was to blame for the occurrence, but the United Nations Chairman of the Mixed Armistice Commission withheld his vote on the issue on March 23 on the ground that the available evidence did not prove Jordan to have been involved. Israeli representatives thereupon withdrew for a period of three and a quarter months from the Israel-Jordan Mixed Armistice Commission.

On the night of March 28-29 nine Jordanians were killed and many wounded in an attack by army-trained Israelis on the Jordanian village of Nahhalin. On Jordan's behalf Lebanon asked the Security Council on April 1 for urgent consideration of the incident. On

April 5 Israel asked the Security Council to add four new items to its agenda: Jordan's failure to meet Israel for discussions under Articles 12 and 8 of the armistice agreement, the attack of March 17 on an Israeli bus and a series of attacks and raids by Jordanian regular and irregular forces against the lives and property of Israeli citizens. After protracted procedural discussions these items were placed on the agenda and on May 4 the debate began. It broke off on May 12, however, after Israel pointed out that Jordan, as a non-member of the United Nations, would have to accept the obligations of pacific settlement provided in the Charter before the Security Council took up the Nahhalin case. By withdrawing the credentials of its own representative Jordan indicated that it was willing to let Lebanon take full responsibility in connection with the complaint about the attack on Nahhalin. The Security Council's discussions of relations between Israel and Jordan were not resumed, however, before June 30.

## Morocco and Tunisia

At its seventh session in 1952, when the subject had been put on its agenda at the request of 13 African and Asian states, the General Assembly debated the situation in Morocco and Tunisia and passed two resolutions appearing to all parties to refrain from any acts likely to aggravate tension and expressing hopes for the early development of self-government in Tunisia and free political institutions in Morocco. Fourteen African and Asian states, on March 19, 1953, addressed joint communications to the President of the General Assembly expressing regret that France had failed to implement the General Assembly resolutions. In view of these events and later developments in Morocco and Tunisia, it was not unexpected that 15 African and Asian states<sup>1</sup>, on July 9, 1953, requested the inclusion of the Tunisian and Moroccan questions in the provisional agenda for the eighth session of the General Assembly.

In Morocco during May 1953, the Pasha of Marrakesh, El Glaoui, presented a petition to the French Government signed by 270 pashas, caids and other notables. The petitioners asked the Government to depose the Sultan, Sidi Mohammed ben Youssef, because he had damaged his political authority by association with the nationalist Istiqlal party and his religious authority by personal interpretations of the Koran. A second petition, signed by 356 Moroccan leaders, was presented in August, a few days before the Sultan agreed in principle to reforms which the French authorities had been proposing. These reforms were proclaimed on August 15 but two days later El Glaoui and his followers announced that they no longer recognized Sidi Mohammed ben Youssef and proclaimed Sidi Mohammed ben Moulay Arafa as Sultan. On August 19 the former withdrew his approval of the reforms and the next day he was deposed by the French authorities and replaced by Sidi Mohammed ben Moulay Arafa.

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 16-19. The fifteen states are Afghanistan, Burma, Egypt, India, Indonesia, Iran, Iraq, Lebanon, Liberia, Pakistan, the Philippines, Saudi Arabia, Syria, Thailand, and Yemen.



The 15 African and Asian states then asked, in a letter of August 21, for an urgent meeting of the Security Council to investigate "the danger to international peace and security" which had arisen "by the unlawful intervention of France in Morocco and the overthrow of its legitimate sovereign". A long discussion took place in the Security Council from August 26 to September 3 on the proposed inclusion of this question in the agenda. Finally, however, the Council rejected the inclusion by a vote of 5 in favour (Chile, China, Lebanon, Pakistan and U.S.S.R.) 5 against (Colombia, Denmark, France, United Kingdom and United States) and 1 abstention (Greece).

In Tunisia, physical force rather than political negotiation dominated the scene during the summer of 1953. The murder of pro-French Tunisians culminated in the assassination of the Bay de Camp, Prince Azzedine, in July. The tension in the protectorate was eased, however, in September after the appointment of M. Pierre Voizard as French Resident-General.

When the General Assembly began its eighth session, it decided without debate to include both questions on its agenda and to refer them to the First Committee. As in the previous year, the French Delegation refused to take any part in the discussion of the Tunisian and Moroccan items and absented itself from the Committee and from plenary sessions when these debates took place. The French Delegation based its position on the view that such discussion represented outright intervention by the United Nations in matters which were essentially within the domestic jurisdiction of France.

A number of delegations, including Australia, Belgium, the Netherlands, the United Kingdom and the United States, supported the French case on the legal grounds of lack of competence of the Assembly to discuss the Tunisian and Moroccan questions. A third group, including Canada, New Zealand and the Scandinavian countries, upheld the right of the Assembly to discuss and defended the position taken the previous year in favour of continuing efforts for negotiation between the French on one hand and the Tunisians and Moroccans on the other with a view to the development of free political institutions. The Canadian Representative pointed to the value of peaceful evolution towards self-government and to the usefulness, if not the necessity, of maintaining in this interdependent world economic, cultural and even political ties between newly emerging states and their former protectors. As it turned out, however, no acceptable compromise resolution along these lines was ever proposed, and the Assembly in the end adopted no resolutions on the subject.

No resolution at all was submitted by the African-Asian states until October 9, the third day of the Committee's debate. On Morocco, their resolution provided for the Assembly to:

- (1) recommend that the existing state of martial law and all other exceptional measures in Morocco should be terminated, that political prisoners should be released and that all public liberties should be restored;

- (2) recommend that democratic representative institutions for the people of Morocco should be established through free elections on the basis of universal suffrage;
- (3) recommend that all necessary steps should be taken to ensure, within five years, the complete realization by the people of Morocco of their rights to full sovereignty and independence; and
- (4) request the Secretary-General to communicate with the French Government with a view to the implementation of the resolution and to report to the General Assembly at its ninth session.

The African and Asian Delegations tabled a somewhat milder resolution on Tunisia on October 22. It differed from the resolution on Morocco in that it did not attempt to fix a target date for the achievement of complete independence but recommended that negotiations should be undertaken without delay with representatives of a Tunisian Government established through free elections held on the basis of universal suffrage and enjoying the necessary guarantees of freedom, with a view to enabling the Tunisian people to exercise all the powers arising from their legitimate rights to full sovereignty.

Not only did the proposed resolutions on Morocco and Tunisia imply that only the Moroccans and Tunisians (and not the French) possessed rights in the two countries, but they also contained implied criticism of the French Government for its failure to pursue the objectives of the resolutions adopted at the seventh session. In support of these resolutions the African and Asian delegations sought to demonstrate that the French Government, far from proceeding in the direction indicated in 1952, had on the whole been going the other way. They stated that the negotiations called for had not taken place, that instead measures of martial law had been continued or intensified, the Sultan of Morocco had been deposed, more nationalist leaders had been jailed and both territories had been kept in order only by the use of troops and strong police measures.

In the voting on the Moroccan question, the resolution of the African and Asian states was defeated in the Committee by 22 votes in favour, 28 against (including Canada) and 9 abstentions. A milder resolution, which had been introduced by the Bolivian Delegation and which contained amendments proposed by India, failed by a vote of 32 in favour, 22 against, and 5 abstentions (including Canada) to obtain the necessary two-thirds majority.

The African and Asian resolution on Tunisia, with amendments proposed by the Icelandic Delegation, similarly failed of adoption under the two-thirds rule. The vote was 31 in favour, 18 against, and 10 abstentions (including Canada).

The General Assembly therefore adopted no resolutions on Morocco and Tunisia during its eighth session.

In March 1954 the Bey of Tunis nominated M. M'Zali, a nationalist, as Prime Minister and signed 6 decrees establishing the basic institutions of the new regime. Since neither the French settlers in the Protectorate nor the nationalist Neo-Destour party

was satisfied with the reforms, conditions remained unsettled. At the end of July 1954, however, M. Mendès-France announced that the French Government was prepared to transfer to Tunisia complete internal sovereignty, reserving only the control of defence and foreign affairs. A government, under the premiership of M. Tahar ben Ammar, entirely composed of Tunisians (exclusive of French settlers in Tunisia) and comprising three members of the nationalist Neo-Destour party, has been formed. It will have the responsibility of discussing with the French Government the modalities of the transfer of internal authority from the French Resident-General to a government elected on the basis of universal suffrage.

In Morocco, terrorist activity, including attempts on the life of the new Sultan, continued, and there has been a recrudescence of agitation centred around the religious implications of the deposition of the former Sultan. On May 20, 1954, the French Government appointed M. Francis Lacoste as Resident-General.

### **Continuation of the United Nations Tribunal in Libya**

In July 1953 the Secretary-General of the United Nations asked the Governments of Italy and Libya if they wished the life of the United Nations tribunal in Libya to be extended beyond the eighth session of the General Assembly. This was the tribunal of three judges set up in accordance with an Assembly resolution of December 15, 1950 to facilitate the transfer to the Libyan Government of certain Italian state and parastatal property mentioned in the resolution.<sup>1</sup> There had been an understanding that by 1953 at the latest the General Assembly would decide if the work of the tribunal should continue to be a charge on the United Nations budget.

Both Italy and Libya told the Secretary-General before the summer was over that they wanted the tribunal to continue in operation. Libya, being still dependent on financial assistance from abroad, added that it hoped the United Nations would continue to bear the cost of the tribunal's maintenance.

Canada supported a United Kingdom suggestion that a one-year extension should be sufficient, but a draft resolution jointly sponsored by Argentina and Egypt was adopted by the Sixth Committee on October 8 to permit a two-year period to elapse before the Secretary-General would be expected to report again to the Assembly. This involved a budgetary appropriation of \$135,000. On October 23 this resolution was approved in a plenary meeting by a vote of 51 in favour (including the United Kingdom and Canada) none opposed and 6 abstaining (the Soviet bloc and one other member).

### **Indians in the Union of South Africa**

The question of the treatment of people of Indian origin in the Union of South Africa has been before the General Assembly since 1946. India, supported by Pakistan, contends that South Africa's racial policies are a violation of the human rights provisions of the Charter and of the Capetown Agreements between the two countries, while South Africa maintains that the matter is of domestic juris-

<sup>1</sup>See *Canada and the United Nations 1950*, p. 26.



diction and the United Nations is thus debarred from intervening under Article 2 (7) of the Charter. On these grounds, South Africa has refused to recognize the Good Offices Commission set up at the seventh session, and the Commission has consequently been unable to carry out its task of assisting in negotiations.<sup>1</sup>

At the eighth session, the South African Representative again opposed inclusion of the subject in the agenda, but his proposal was rejected by 45 votes to 1 with 11 abstentions. Canada, as before, voted with the majority on the grounds that the United Nations may discuss even where it may not, under the Charter, intervene.

India and 16 Asian and Latin American countries on October 16 introduced a resolution which recalled earlier resolutions; regretted the failure of the Government of South Africa to comply with them or to co-operate with the Good Offices Commission; again called upon it to refrain from implementing the Group Areas Act; continued the Good Offices Commission; and urged the South African Government to co-operate with it. Under enlarged terms of reference, the Commission will report to the ninth session the progress achieved, together with its own views of the problem and any proposals which, in its opinion, might lead to a peaceful settlement. This resolution was adopted by 42 in favour, 1 against (South Africa) and 17 abstentions (including Canada). The Canadian Representative, in explaining Canada's abstention, expressed doubts as to the competence of the United Nations to intervene, and also as to the value of passing a resolution which showed little chance of being implemented. The long history of the dispute suggested that direct discussions, upon which it was to be hoped South Africa, India and Pakistan might agree, offered the only chance of a solution. A number of countries condemned racial discrimination in general terms, but expressed doubt of the Assembly's competence to intervene, and urged that it was not a function of the United Nations to issue directives to South Africa, to pass judgment, or to recommend particular solutions, but rather to facilitate negotiations. Others, though habitually opposed to intervention in matters of domestic jurisdiction, nevertheless considered that the Charter was being violated by one of its signatories and upheld the Assembly's right to discuss the issue. The South African Representative said that his country was prepared to accept a conference with India and Pakistan on the understanding that it would be outside the United Nations, and in no way related to past United Nations resolutions. India and Pakistan declined to meet South Africa on this basis.

### **The Question of Race Conflict in South Africa**

The General Assembly in 1952 established a three-member Commission to study and report on the racial situation in South Africa in the light of the Charter and previous resolutions on racial persecution and discrimination.<sup>2</sup>

On July 8, 1953, South Africa informed the Secretary-General that it considered the resolution and the Commission established thereunder unconstitutional. The Commission nevertheless held

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 12-13.

<sup>2</sup>See *Canada and the United Nations 1952-53*, pp. 11-12.

hearings and examined documents and produced a unanimous report which stated that the *apartheid* policy contributed to a situation threatening the internal peace and foreign relations of South Africa; and suggested that the United Nations might request South Africa to reconsider its racial policies, might propose ways and means of drawing up new policies, and might offer technical assistance of various kinds to facilitate the maintenance of peaceful relations among ethnic groups and their progressive development and collaboration in community life. The Commission's report further upheld the right of the Assembly to undertake studies and make any recommendations necessary for the implementation of the principles embodied in the Charter to which member states had subscribed.

When the report came before the *Ad Hoc* Committee of the General Assembly in November 1953, the Representative of South Africa moved that the Committee should decide it had no competence to intervene on the grounds that acceptance of the report's conclusions and recommendations would constitute interference in the internal life of a member state and a denial of the principle of national sovereignty. As in previous years, there was much difference of opinion on the question of competence. All the Arab and Asian and many Latin American states supported the competence of the United Nations to deal with allegations against a member state and to address direct recommendations to it. The Representative of Norway pointed out that acceptance of South Africa's resolution would exclude the United Nations from several fields in which its Specialized Agencies were doing most effective work. Canada took the view that the United Nations Assembly as the "town meeting" of the world had wide powers of discussion, including the item under consideration. Any action beyond discussion and the expression of concern, however, raised legal problems and might be inadvisable. In the past, Canada had doubted the wisdom of establishing the Commission, and, since it was now clear that it would not bring about any improvement in the relations between various racial groups in South Africa, would oppose its continuation. It was the view of the Canadian Delegation that the United Nations should attempt the possible, rather than the impractical.

India, with 16 other members, sponsored a resolution which, after expressing appreciation for the Commission's work, requested it to continue its studies, to suggest measures to alleviate the dangerous situation now obtaining in South Africa and to promote a peaceful settlement, and invited South Africa to co-operate. Discussion of this fairly mild resolution, which avoided condemning South Africa, turned first on the usefulness of prolonging the Commission, whose work, it was alleged, had so far resulted only in a hardening of South Africa's attitude. A proposal to broaden its terms of reference to the world in general and thus bring it more clearly within the competence of the United Nations found little favour. With the exception of South Africa, all representatives who spoke condemned racial discrimination in general terms and reflected the widespread concern felt towards South African policies.

In the *Ad Hoc* Committee, the resolution proposed by South Africa was rejected by 42 votes, with 7 in favour and 7 abstentions

(including Canada). The 17-power resolution was adopted in committee and in plenary session, after slight amendment, was passed by a vote of 38 in favour, 11 against (including Canada) and 11 abstentions.

Early in 1954, the Commission resumed its study and invited Canada to inform it of measures taken by the Canadian Government which might be useful in suggesting ways and means of alleviating the racial situation in South Africa. In replying on May 13, 1954, the Canadian Representative to the United Nations said that Canada was unable to comply both for the reasons implied in the statements made by its Representative at the eighth session of the General Assembly, and because the Canadian Government doubted that there was any information it could provide from its experience which would be relevant to a study of the problems before the Commission. The reply went on to say that Canada was not uninterested in this problem but the Canadian attitude reflected our interest in seeing the United Nations achieve a reconciliation between the principle of domestic jurisdiction of sovereign states on the one hand, and on the other, the legitimate interest of the United Nations in human rights and freedom for all peoples, regardless of race, creed, or colour.

### **Greece and its Northern Neighbours**

The Balkan Sub-Commission of the United Nations Peace Observation Commission was established on January 23, 1952 to observe the frontier areas in northern Greece opposite to Albania and Bulgaria. Composed of Representatives of Colombia, France, Pakistan, Sweden and the United States, the Sub-Commission was authorized to act in accordance with the general mandate of the Peace Observation Commission "to observe and report on the situation in any area where there exists international tension".<sup>1</sup>

At the request of the Greek Government the Sub-Commission established a military observer group in Greece. This group originally included one military observer from each of the member countries of the Sub-Commission and was headed by a principal observer, appointed by the United Kingdom. On December 21, 1953, at the suggestion of Greece, the Peace Observation Commission decided to limit the number of military observers to three, excluding the principal observer, and to continue their services until July 31, 1954.

At the time of its inception the need for the Balkan Sub-Commission was urgent and real. During the past two years, however, relations between Greece and its northern neighbours have greatly improved and the reports of the Military Observer Group have shown a corresponding decrease in the number of incidents in the frontier areas. The reports since January 1, 1954 have stated that the situation was quiet. In view of these hopeful trends the Greek Government suggested, in a letter of May 14, 1954 to the Secretary-General of the United Nations, that the mission of the Military Observer Group in Greece be discontinued from August 1, 1954, but that the Balkan Sub-Commission be maintained for one more year. These suggestions were adopted unanimously by the Sub-Commission on May 23.

<sup>1</sup>See *Canada and the United Nations 1951-52*, p. 21.



## Trieste

By the autumn of 1953 it had become apparent that Italy and Yugoslavia could not find a mutually acceptable solution of the problem of Trieste. In an attempt to end this unsatisfactory situation, the United Kingdom and the United States announced on October 8, 1953, that they intended to withdraw from Zone A of the Territory of Trieste, which they had occupied since the end of the war, and to turn over its administration to Italy. Unfortunately, the reaction of Italy and Yugoslavia was such that the two administering powers could not withdraw, but they continued their efforts to find a solution acceptable to both countries. Yugoslavia remained in charge of the administration of Zone B.

On October 15, at the request of the Soviet Union, the Security Council met to discuss a Soviet resolution on the appointment of a Governor for the Free Territory of Trieste.<sup>1</sup> On October 20 the Council adopted a Colombian proposal to adjourn consideration of the question for two weeks in order to allow time for the efforts being made by the United Kingdom, the United States and France to find a solution. After two more adjournments of three weeks each, the Council on December 14 adopted by 8 votes to 1 (U.S.S.R.) with 1 abstention (Lebanon) a United States motion that the discussion of the item be postponed "pending the outcome of the current efforts to find a solution" to the problem. Since this was a procedural question, the negative Soviet vote did not constitute a veto.

## The Guatemalan Question

The Security Council met on June 20, 1954 at the request of the Guatemalan Government, to consider the revolution which had broken out in Guatemala two days previously. A motion to refer the dispute to the Organization of American States as a regional agency under Article 52 of the Charter was vetoed by the U.S.S.R. A compromise motion proposed by France, calling for the immediate termination of any action likely to cause bloodshed and requesting all member states to abstain from giving assistance, was adopted unanimously.

On June 23, the chairman of the Inter-American Peace Committee of the Organization of American States informed the Secretary-General of the United Nations that a committee of enquiry was proceeding to Central America to investigate and suggest a solution.

The Security Council met on June 25 to consider the charge made by Guatemala that certain member states were not complying with the June 20 resolution. The adoption of the agenda was defeated by 4 in favour (U.S.S.R., New Zealand, Denmark and Lebanon) 5 against (United States, China, Turkey, Brazil and Colombia) and 2 abstentions (France and United Kingdom). Those who voted against the adoption of the agenda contended that a regional agency was dealing effectively with the dispute under Articles 33 (1) and 52

<sup>1</sup>See *Canada and the United Nations 1948*, p. 79.

of the Charter. The opposite view was that the Security Council, under Article 34, may investigate such disputes and any member, under Article 35, may bring these to the attention of the Security Council or of the Assembly.

## Disarmament

By Resolution 704 (VII) of April 8, 1953, the General Assembly had requested the Disarmament Commission to continue its work and to report to the eighth session. In the absence of new disarmament proposals, however, and bearing in mind the character of previous discussions in the Commission, there seemed to be a general feeling that the re-examination of the disarmament problem would not serve any useful purpose, at any rate before the conclusion of an armistice in Korea. In its third report, submitted after the conclusion of the armistice, the Commission expressed the hope that "recent international developments will create a more propitious atmosphere for reconsideration of the disarmament question" and recommended that its work be continued. This recommendation was endorsed in a draft resolution submitted by 14 countries (including Canada) at the eighth session, which simply requested the Disarmament Commission to continue its work and to report to the General Assembly and to the Security Council in September 1954.<sup>1</sup>

The Soviet Union did not see fit to accept this resolution. Instead the Soviet Delegate, Mr. Vyshinsky, indulged in familiar propaganda attacks during which he reiterated almost word for word proposals put forward during the four preceding years and consistently rejected by the Assembly. These proposals were repeated in Soviet amendments to the 14-power resolution and more forcibly in the Soviet resolution on "Measures to Avoid the Threat of a New World War and to Reduce Tensions in International Relations". They insisted once again on the immediate and unconditional prohibition of atomic, hydrogen and other weapons of mass destruction to be followed by international agreement on the establishment of effective international control over the observance of this prohibition. They also called once more for an arbitrary one-third reduction in the armed forces of the major powers within one year. The latter proposal was, of course, unacceptable by the Western powers in view of the numerical superiority of the Soviet armed forces.

With regard to the immediate prohibition of nuclear weapons and the establishment of effective international control, Mr. Vyshinsky persistently refused to answer questions by the Western powers concerning the kind of control which the Soviet Union would accept. It is obvious that the Western powers cannot accept an unconditional prohibition of nuclear weapons until the intentions of the Soviet Union on this all-important question become clear.

In the face of the Soviet Delegate's refusal to accept the 14-power resolution, repeated efforts were made by a number of delegations and in particular the Asian and Arab delegations, to achieve unanimity by amending the 14-power resolution. In spite of these

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 21-22.

efforts, however, the Soviet Union refused to accept the amended text and the vote of the Assembly on the 14-power resolution was 54 in favour, none against and 5 abstentions, all Soviet amendments having been rejected. The Assembly subsequently rejected by an overwhelming majority the Soviet resolution on measures to avert a new world war, which, in addition to the disarmament proposals mentioned above, contained recommendations for the dismantling of military bases in foreign territories and for the condemnation of propaganda.

The only substantive addition to the original 14-power text in the resolution approved by the Assembly was a suggestion that the Disarmament Commission study the desirability of establishing a sub-committee consisting of representatives of "the powers principally involved" which should seek in private an acceptable solution and report to the Disarmament Commission as soon as possible. At the request of the Western powers the Disarmament Commission reconvened in April to consider the Assembly's suggestion and on April 19 the Commission approved by a vote of 9 in favour, 1 against (U.S.S.R.) and 2 abstentions (China and Lebanon) a United Kingdom proposal to establish a sub-committee composed of representatives of France, the United Kingdom, the United States, the U.S.S.R. and Canada. A Soviet proposal suggesting that Communist China, Czechoslovakia and India be added to the sub-committee was defeated by a vote of 1 in favour (U.S.S.R.) 10 against and 1 abstention. At its first meeting held in New York on April 23 the sub-committee dealt with procedural matters and decided that discussions on substantive matters should be held in London. The sub-committee held 19 private meetings at Lancaster House between May 13 and June 22 and on the latter date submitted its report to the Disarmament Commission.

The sub-committee's report is non-committal and merely enumerates the various proposals submitted during its meetings. The main proposals are those contained in an Anglo-French memorandum, a United States working paper on the international control organ, and a Soviet paper on a general disarmament programme.

The Anglo-French memorandum<sup>1</sup> proposes, in the first place, that the international disarmament treaty to be submitted to the United Nations for consideration by a general disarmament conference should provide for: (1) the total prohibition of the use and manufacture of nuclear weapons and weapons of mass destruction of every type, together with the conversion of existing stocks of nuclear weapons for peaceful purposes; (2) major reductions in all armed forces and conventional armaments; and (3) the establishment of a control organ with rights and powers and functions adequate to guarantee the effective observance of the agreed prohibitions and reductions.

The Anglo-French proposals recommend that the states member of the sub-committee — that is, France, the United Kingdom, the United States, the U.S.S.R. and Canada — should regard themselves as prohibited in accordance with the terms of the Charter of the

<sup>1</sup>The full text of the memorandum will be found in U.N. document DC/SC.1/10, June 11, 1954.



United Nations from the use of nuclear weapons except in defence against aggression. They recommend that the Disarmament Treaty should include an immediate and explicit acceptance of this prohibition by all signatory states, pending the total prohibition and elimination of nuclear weapons as proposed in the outline for a comprehensive disarmament programme contained in the proposals.

The Anglo-French proposals finally suggest a comprehensive time-table covering both conventional weapons and weapons of mass destruction including hydrogen and atomic bombs.

The United States working paper contains detailed proposals concerning the international control agency which must be established if any disarmament programme is to be effective. These proposals outline the powers and functions of the international agency in implementing the various phases of a disarmament programme covering both nuclear and conventional weapons.

The Western proposals submitted in the sub-committee constitute an earnest attempt to meet criticism of their previous positions by the Soviet Union. The main complaint of the Soviet Union against the United Nations plan — sometimes called the majority plan — for the control of atomic energy has been that it postponed until the final stage the prohibition and elimination of atomic weapons. The U.S.S.R. has argued that the Western powers were attempting to bring about international control including inspection within Soviet territory at the very beginning although the prohibition of atomic weapons which came at the last stage might never be reached. The new proposals dispose of this contention by providing for an immediate prohibition at the very first stage of the use of nuclear weapons and other weapons of mass destruction except in defence against aggression. This is to be followed by limitation of expenditures on these weapons and the prohibition of their manufacture at intermediate stages, while the destruction of stockpiles of nuclear weapons and their conversion to peaceful uses would come at the last stage. Moreover, the international control organ would come into being progressively and would grow up with its task. There would be no question of international inspectors exercising all the rights granted to them under the international agreement until the final stage in the disarmament programme was reached. The new proposals also dispose of the Soviet argument that the Western powers are only interested in securing information on the armed forces of the Soviet Union.

The Soviet Delegate adopted an altogether negative attitude towards the Western proposals throughout the London talks. Moreover in contrast to the new character of the Western proposals, the Soviet paper presented to the sub-committee repeated the same old proposals for an unconditional prohibition of weapons of mass destruction and for an arbitrary one-third reduction in the armed forces of the major powers. The U.S.S.R. at the same time reiterated its proposals for the dismantling of military bases in foreign territories and for the prohibition of propaganda, which had been rejected by the Assembly at its eighth session. Furthermore, the Soviet Delegate insisted that no progress could be made in disarmament discussions until the Western powers signed an unconditional

and solemn undertaking not to use nuclear weapons under any circumstances. Although, as indicated in the Anglo-French proposals, the Western powers are ready to renounce the use of nuclear weapons except in defence against aggression, they cannot accept in the present state of mistrust and hostility, an unconditional prohibition of the use of nuclear weapons, bearing in mind the overwhelming superiority of the Soviet Union and its satellites in the field of conventional armaments and armed forces. Even assuming a general reduction of armaments and armed forces at levels satisfactory to the West, the free world cannot afford to deprive itself of its best means of protection until the Soviet Union clarifies its position on the central problem of inspection. The Soviet Delegate consistently refused to answer the questions put to him on this central problem during the London talks.

In spite of the failure to reach agreement, the London talks should not be regarded as a final breakdown of the negotiations on disarmament. The gap between the positions of the East and the West has undoubtedly been narrowed during the lengthy discussions of recent years and it is fair to suggest that it may have been narrowed still more as a result of the sub-committee discussions in London. The report of the sub-committee will be considered by the Disarmament Commission which will in turn submit its own report to the General Assembly and to the Security Council not later than September 1, 1954, in accordance with the General Assembly resolution of November 28, 1953.

### **Eisenhower Proposals for the Peaceful Use of Atomic Energy**

In a speech before the General Assembly on December 8, 1953, President Eisenhower put forward the proposal that, to the extent permitted by elementary prudence, the governments principally concerned with the development of atomic energy make joint contributions from their stockpiles of fissionable materials to an international atomic energy agency set up under the ægis of the United Nations. The Agency would use this fissionable material for peaceful purposes only, experts being mobilized to advise methods whereby atomic energy would be applied for agriculture, medicine, electric power, etc. The President's proposal was presented as a measure designed to bring about East-West co-operation on one aspect of atomic energy, thus paving the way for a general settlement of all the problems of atomic energy including the prohibition of atomic weapons. Repeated efforts by the United Nations to solve this problem since 1946 have ended in a deadlock between the Western powers and the U.S.S.R. The stumbling block in East-West negotiations has been the question of international control of atomic energy, including inspection of atomic facilities, with a view to ensuring its use for peaceful purposes only. As pointed out by President Eisenhower in his speech to the Assembly, his proposal had "the great virtue that it can be undertaken without irritations and mutual suspicions incident to any attempt to set up a completely acceptable system of world wide inspection and control".

On December 9 the Prime Minister of Canada welcomed the President's "imaginative and constructive approach to what is perhaps the greatest problem of the day" and assured the Members of the House of Commons that the President's statement would receive "most careful and sympathetic consideration by the Canadian Government".

While expressing its readiness to take part in private discussions on the proposals, the Soviet Union insisted that consideration be simultaneously given to the suggestion that states party to the agreement implementing the plan should solemnly undertake not to use nuclear weapons in any circumstances. The Western powers cannot agree to an unconditional prohibition of the use of nuclear weapons bearing in mind the numerical superiority of the armaments and armed forces of the Soviet Union and its satellites, including Communist China. The reply of the Soviet Union therefore indicated a negative approach and a refusal to consider President Eisenhower's proposals as a possible means of bridging the gap between the East and the West on the question of international control of atomic energy. The subsequent confidential discussions between the United States and the U.S.S.R. did not produce agreement and the United States Government is said now to be considering other means of proceeding with the plan.

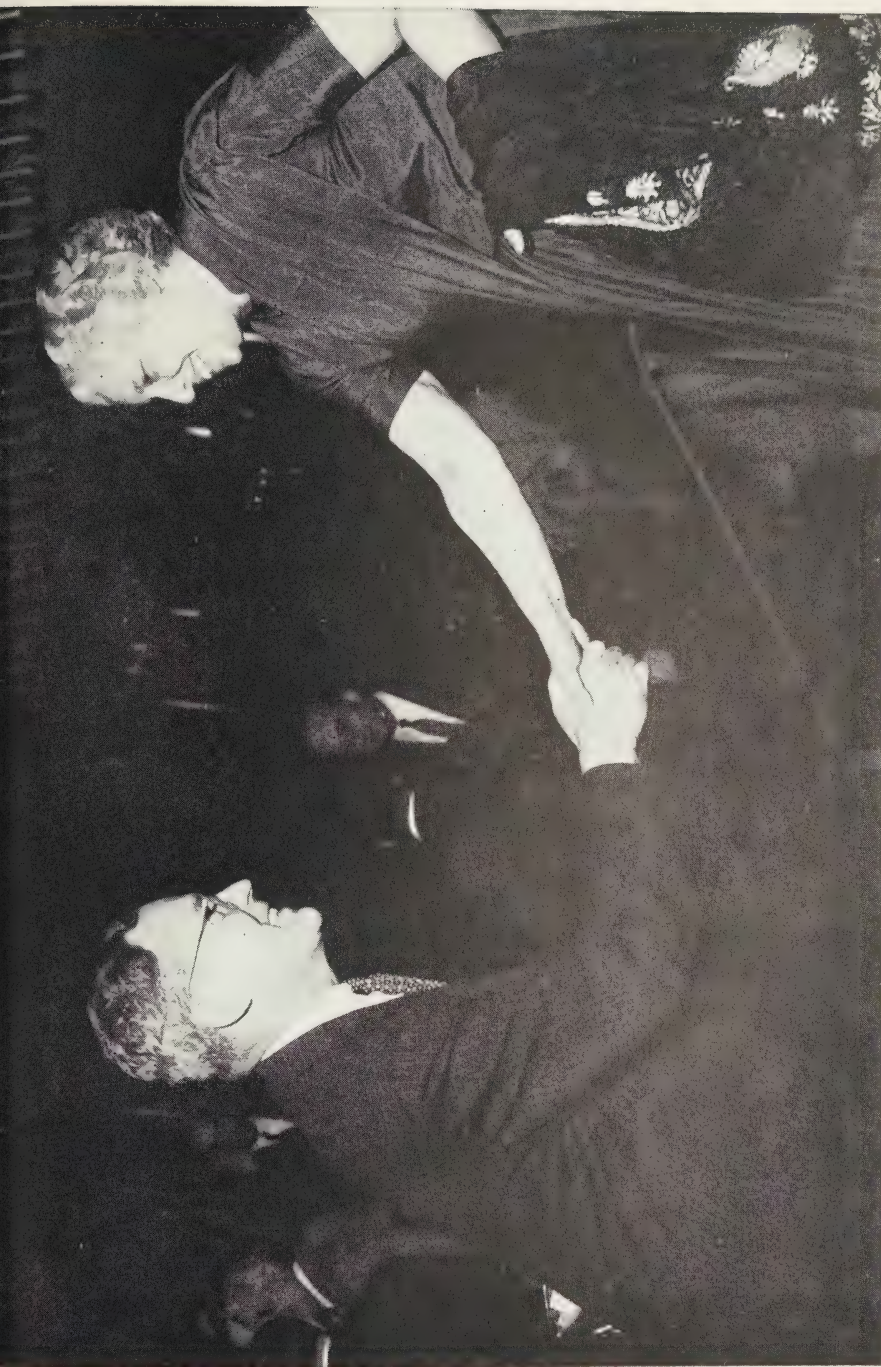
### Chinese Representation

The issue of Chinese representation has been raised repeatedly at meetings of the United Nations organs and subsidiary bodies, most often by the Soviet Representatives, although India has also been a principal advocate of the acceptance of the Chinese Communists.<sup>1</sup> Some form of resolution has, however, always been adopted postponing consideration of the question. At the eighth session the issue was raised on the opening day by the Soviet Representative but after a long procedural debate the Assembly adopted a United States motion to postpone consideration of the question for the duration of its session in the calendar year 1953. In the absence of a decision on the Chinese representation question in the principal organs of the United Nations, no representatives of Communist China have been seated in any of the subsidiary bodies.

Leading administration spokesmen in the United States have consistently opposed the seating of Communist China in the United Nations, and there has been steady public pressure against any such move. Following on the talks held in June with Sir Winston Churchill and Mr. Eden, Senator William F. Knowland, the majority leader in the Senate, pressed for the issuing of an ultimatum that the seating of the Chinese Communist Government in the United Nations would lead to the withdrawal of the United States. But President Eisenhower and the Secretary of State, while remaining firm against seating the Chinese Communists now, declined to take the stand suggested by Senator Knowland, and the resolution eventually

<sup>1</sup>See *Canada and the United Nations 1951-52*, p. 8.





UNITED NATIONS

Mr. D. M. Johnson, Permanent Representative of Canada to the United Nations, shakes hands with Madame Vijaya Lakshmi Pandit of India, President of the Eighth Session of the General Assembly.



adopted on the subject by the Senate and the House of Representatives called only for a re-assessment of United States policy if Communist China were seated in the United Nations.

Shortly after returning from his visit to Washington, Sir Winston Churchill indicated in the House of Commons that the policy of the United Kingdom had been unchanged since 1951 and repeated Mr. Herbert Morrison's former statement that "his Majesty's Government believed that the Central Peoples' Government should represent China in the United Nations, but that in view of that Government's persistence in behaviour inconsistent with the purposes and principles of the Charter, it appeared to his Majesty's Government that consideration of the question should be postponed".

At meetings of the United Nations, the Canadian Government has supported motions for postponement if a specific time-limit has been fixed, and abstained when the substantive question has been put to the vote. The Secretary of State for External Affairs, writing in December 1953, summed up the Canadian position as follows:

To understand the meaning of Asian communism, to place it as we should against the background of foreign exploitation and feudal oppression, is one thing. But it does not mean that at this time we should welcome into the international community as a state willing to abide by the principles of the United Nations Charter a regime which has committed aggression in Korea and has yet to show that it is willing to contribute to a peaceful and democratic solution of the Korean or other Asian problems.

Mr. Pearson also indicated in the House of Commons on March 26 that he would not acquiesce in any pressure at the Geneva Conference towards acceptance of the Chinese Communist Government in the United Nations at the present time.

## Admission of New Members

No new members have been admitted to the United Nations since Indonesia became the sixtieth member in September 1950. The barriers to new membership lie in the Security Council where the Soviet Union has used its veto power to prevent the admission of countries supported by the non-communist states and the latter have refused to agree to the admission of all of the applicants favoured by the U.S.S.R.<sup>1</sup>

During the past year there has been no change in the list of 21 applicants for membership. Of the 21, the seven sponsored by the U.S.S.R. (Albania, Mongolia, Hungary, Roumania, Bulgaria, North Korea and Viet Minh) were not able to obtain the affirmative votes of seven members of the Council. The 14 sponsored by other states (Austria, Ceylon, Finland, Ireland, Italy, Japan, Jordan, South Korea, Libya, Nepal, Portugal, Cambodia, Laos and Viet Nam) have all at one time or another been vetoed by the Soviet Union.

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 23-26.



Three resolutions were considered at the eighth session of the Assembly:

- (1) an initial Soviet proposal for a "package deal" whereby the Assembly would request the Security Council to reconsider the applications of 14 countries; this "package" included the same countries (one of them Outer Mongolia) as an identical proposal submitted to the seventh session of the Assembly by Poland;
- (2) a second Soviet proposal — replacing the first — under which the Security Council would be requested to reconsider the applications of the five countries (Bulgaria, Hungary, Roumania, Finland and Italy) with which treaties of peace had been signed after the Second World War;
- (3) a Peruvian proposal for the establishment of a three-member Committee of Good Offices empowered to consult with members of the Security Council and report back to the General Assembly.

The Peruvian proposal was put to the vote first and carried unanimously; it later received unanimous approval in a plenary meeting. In its final form this proposal called for Peru, Egypt and the Netherlands to form the Committee to report to the ninth session of the General Assembly. When it became clear that the Peruvian proposal had widespread support, the Representative of the U.S.S.R. did not put either of his proposals to a vote.

The Canadian Representative, discussing the first Soviet proposal, said that the General Assembly was clearly in favour of an enlargement of membership and that the Canadian Delegation regarded it as very important to find means to solve the problem. It was not however possible to ignore the qualifications of individual countries, and in this case Canada could not accept Outer Mongolia as an independent state while excluding other states fully qualified for membership. Nor could Canada agree to any proposal which would circumvent the Charter by eliminating the necessity for recommendations by the Security Council. Canada voted in favour of the Peruvian resolution.

## The Problem of Prisoners of War

The *Ad Hoc* Commission on Prisoners of War, composed of three qualified and impartial persons appointed by the Secretary-General, was established by the General Assembly in December 1950 to determine whether there was reasonable ground for believing that prisoners captured during the Second World War had not been returned or otherwise accounted for.<sup>1</sup>

It appears from the last report of the Commission that the Governments of the Soviet bloc and the Peking regime have consistently refused to supply it with information. The Soviet bloc at the eighth session continued to affirm that no prisoners except criminals and the sick were now held in the U.S.S.R., and proposed

<sup>1</sup>See *Canada and the United Nations 1950*, pp. 39-41.

the discontinuance of the Commission. The Assembly, however, by a vote of 46 in favour (including Canada) 5 against and 6 abstentions, requested the Commission to continue its work, and urgently appealed for full co-operation from all governments and authorities. The Canadian statement stressed the humanitarian aspect of the problem.

Though refusing to co-operate with the Commission, both the Soviet Union and the Peking authorities have recently moved to repatriate prisoners. Thus negotiations between the Chinese and Japanese Red Cross Societies, initiated by the Peking authorities, have so far resulted in the repatriation of 23,000 Japanese nationals. After announcing in August 1953 that measures would be taken to release German prisoners, the Soviet Union has released over 10,000 German prisoners and 700 Spanish. Small numbers of Italian prisoners will also be released.

## Charges of Bacterial Warfare

The Communist propaganda campaign charging that the United Nations forces in Korea had used bacteriological weapons continued throughout 1952 but subsided during 1953.<sup>1</sup> The five-member commission appointed by the Assembly at its seventh session to investigate the charges was unable to act owing to lack of co-operation from the North Korean and Communist Chinese authorities.

The United States placed the question on the agenda of the eighth session of the General Assembly and at the outset of the debate presented texts of sworn statements by members of the United States forces repudiating their confessions of participation in bacteriological warfare and stating that these confessions had been extorted under duress. The United States Representative did not, however, table a resolution, on the grounds that the resolution adopted at the seventh session still stood. The Soviet Representative in replying claimed that the sworn statements had themselves been extorted under duress and tabled the familiar Soviet proposal appealing to all states which had not done so to accede to or ratify the Geneva Protocol of 1925 for the prohibition of the use of bacterial weapons.

Speaking in committee, the Canadian Representative said that, with the return home of those whose so-called confessions had been presented to the Assembly by the Soviet Delegation the previous spring, a new side of the picture had emerged. It showed the techniques of "brain-washing" followed by those whose purpose was to put the political objectives of an all-powerful state first and foremost. He added that, if there had been any substance to the charges, one would have expected the communists to welcome an impartial investigation. They had, however, resisted all such suggestions.

Canada co-sponsored a resolution, adopted by a vote of 47 in favour, none against and 12 abstentions, by which the Soviet proposal, together with the records of discussions at the eighth session, was referred to the Disarmament Commission.

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 20-21.

### III ECONOMIC AND SOCIAL

#### Survey of the Economic and Social Council

The Economic and Social Council held its usual two sessions during the period under review. At the sixteenth session, held June 30 - August 5 and November 30 - December 7, 1953, Mr. Raymond Scheyven of Belgium was still President; at the seventeenth, which lasted March 30 - April 30, Mr. Juan I. Cooke of Argentina was elected for the calendar year 1954. Canada has not been a member of the Council since December 31, 1952, and was therefore represented only by observers at both sessions.<sup>1</sup>

The Council and a number of its subordinate and affiliated bodies continue to do a great deal of valuable but inconspicuous work, much of it technical or semi-technical, which seldom makes the headlines but contributes steadily to widening the area of international co-operation in these fields. A few examples of such work, which is described in more detail in the following section, are the preparatory work on the International Convention for the Prevention of the Pollution of the Sea by Oil, the study of a proposed single convention on narcotic drugs which would replace the eight existing multilateral agreements, and the work on the improvement and international standardization of statistical procedures. The countries of the Soviet bloc until recently took comparatively little part in this type of practical co-operation. During the past year, however, they have been somewhat more active in the Economic Commission for Europe and opened or renewed relations with several Specialized Agencies. This change of front is consistent with the present communist stress on peaceful co-existence and extended international co-operation, but it is as yet too early to say whether it really means the abandonment of economic and social isolationism and the full acceptance of international obligations in these constructive fields.

The more controversial matters before the Council, in which considerations of policy or of economic interest have greater weight, fall broadly into the two categories of the economic development of under-developed countries (to which all economic questions tend more and more to be related) and of human rights and self-determination, which have become the point of reference in most social problems. Though the discussions have run on familiar lines and the established groups — broadly speaking, the economically mature, metropolitan and administering powers on one side, the economically under-developed, and anti-colonial on the other — have not changed, there have been some important developments during the year.

In the economic field, two developments might be particularly singled out. First, must be noted the continued progress and strengthening of the programme of technical assistance for under-

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<sup>1</sup>For a list of members, see Appendix I.



developed countries. The total pledge of over \$24 million to the fourth period of the programme is the largest ever received and comes from the greatest number of countries ever to participate. Moreover, work has been begun and is still continuing in the various technical assistance administering bodies and in the Council which should greatly improve and strengthen the administrative and financial procedure of the programme. Second is the declaration originally proposed by the United States at the sixteenth session of ECOSOC and adopted by the eighth session of the General Assembly on a unanimous vote, that governments stand ready, when sufficient progress has been made in internationally-supervised world-wide disarmament, to ask their peoples to devote a portion of the savings to an international fund for economic development within the framework of the United Nations. Though the declaration is not a commitment to the particular plan which has become known as the Special United Nations Fund for Economic Development, and though it is necessarily provisional, in the present state of international relations, it is an acceptance in principle of the obligation of all countries to assist directly in raising standards of living throughout the world and as such is a significant step towards one of the fundamental objectives of the Charter.

In social matters, this year saw the completion by the Commission on Human Rights of its work on the two draft Covenants. But a good many difficulties still lie ahead. The content of the Covenants is by no means universally satisfactory, and the problem of measures of implementation clauses, particularly as they relate to federal states, is still not finally solved. Moreover, the United States has indicated that it is not at present prepared to accept the Covenants and has proposed an alternative "Human Rights Action Programme" which has yet to be considered by the Council.

Finally, it should be mentioned that a review is underway of the activities of the Economic and Social Council and its Commissions, and that studies in co-ordination and organization by the Secretary-General and others will, it is to be hoped, cut down on overlapping and reduce the volume of technical work which at the present time overloads the Secretariat.

## **Economic Questions**

### **Economic Development of Under-Developed Countries**

Canada's interest in the economic development of the economically less developed countries of the world has been demonstrated in continued active participation in programmes of assistance both within and outside the United Nations,<sup>1</sup> and also in the careful consideration that has been given to proposals for additional means of furthering development discussed under United Nations auspices.

At the Fourth Technical Assistance Conference in November 1953, the Canadian Representative announced that the Canadian

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 30-33.

Government was prepared, subject to Parliamentary approval, to contribute up to a maximum of \$1,500,000 to the United Nations Expanded Programme of Technical Assistance in 1954. This pledge was made on the condition that support from other contributing countries would warrant such Canadian action and that contributions of all member countries would maintain the Programme at an economically sound level. On February 10 the Secretary of State for External Affairs told the House of Commons that these conditions appeared to have been fulfilled, and subsequently Parliament voted the funds required for a contribution equal to Canada's maximum pledge, which is freely convertible and represents an increase of \$700,000 over last year. It is exceeded only by those of the United Kingdom and the United States. The number of countries contributing to the 1954 Programme (72 including Canada), is larger than at any previous time, and the total pledge of about \$24,284,529 is also a record.

The Fifth Report of the Technical Assistance Board, which was presented to the Technical Assistance Committee of the Economic and Social Council at its sixteenth session, drew attention to the financial and administrative difficulties caused by the fact that the total amount pledged in previous years had been made known to those responsible for planning only after the programme year had been well advanced; that a number of contributing countries have delayed making good their pledges and that their contributions to the Programme have been made in some 50 different currencies. Moreover, several countries (including the Soviet Union) have limited the convertibility of their contributions. The Soviet Government also stipulated at first that its contribution to the 1953 Programme (the only one to which it has so far pledged support) must be used to assist projects administered directly by the United Nations Technical Assistance Administration. Negotiations with the Director of UNTAA have however resulted in some relaxation of this condition. During the year Canada followed with interest the discussions on the administrative problems involved in the technical assistance programme, and, although not represented on ECOSOC, gave careful attention to the administrative changes which were initiated, or proposed, for the improvement of the financial procedures in the light of the discussions on these and other relevant questions.

From 1950 to June 1954 training facilities for some 246 United Nations trainees were arranged in Canada under both the Regular and Expanded Programmes of Technical Assistance, while at least 170 Canadians served abroad as United Nations experts during the period. During 1953 alone, 78 Canadian experts were engaged on United Nations or Specialized Agency technical assistance projects, some for a matter of only a few days, others for as long as the entire year.

Canadian participation in the Expanded Programme is, of course, in addition to the \$25,400,000 provided during 1953-54 for capital and technical assistance to the countries of South and Southeast Asia under the Colombo Plan. Out of that portion of the funds made available for technical assistance from the beginning of the Technical Co-operation Scheme to June 1954, facilities for about 209 Colombo Plan trainees were provided by Canada, while arrangements were also made to send some 51 Canadian experts and consultants and a variety of technical assistance equipment to the area.

Despite the progress made with the help of the various technical assistance programmes, it is apparent that the less developed countries still consider the flow of international capital to be inadequate in terms of their needs and of their aspirations. Through the United Nations, they have placed increasing emphasis on their need both for an expanded flow of private capital and for additional governmental and inter-governmental loans and grants-in-aid for the economic betterment of their countries.

Particular importance has been attached by the industrialized countries to the part which might be played by private investment in creating a real addition to the productive capacity of the under-developed countries. They have urged that the under-developed countries themselves could do much not only to create a climate for private foreign investment which would attract savings from the rest of the world but also to ensure that any international capital which is received makes an effective contribution to their economic growth. Within the United Nations, emphasis has been placed on a joint approach to the problem, and the need for action by both capital exporting and capital importing countries has been recognized. Following a resolution adopted by the General Assembly at its seventh session, an analysis of the international flow of private capital to under-developed areas has been carried out under the direction of the Secretary-General. Consideration of this analysis by ECOSOC at its session in the spring of 1954 resulted in the adoption of a new resolution recommending that countries seeking to attract private foreign capital should re-examine their domestic policies, legislation, and administrative practices with a view to improving the investment climate. For the capital exporting countries certain recommendations were also adopted. These countries were urged to impress on investors the importance of endeavouring to secure local capital participation in their foreign enterprises wherever appropriate and feasible and to adopt within the framework of their institutions taxation measures which would progressively eliminate international double taxation.

The United Nations has also considered whether additional resources from abroad, both public and private, might be made available through the establishment of an international finance corporation designed to help finance productive enterprises in under-



developed countries through the provision of equity investments and loans without governmental guarantees. Canada has expressed continued interest in this proposal, provided that examination shows it to be practicable and that sufficient financial support to warrant the establishment of a corporation seems likely to be forthcoming. The General Assembly evinced its most recent interest in a resolution approved on December 7, 1953, which Canada supported, urging those governments that had not already done so to give early consideration to the merits of establishing the corporation and to submit their views on the possibility of supporting it to the International Bank, which is preparing a second report to be taken up in ECOSOC at its summer session this year.

Another scheme for assisting in the economic development of under-developed countries relates to suggestions for the creation of a special fund (SUNFED) to aid in the acceleration of the economic development of under-developed countries with grants and long-term low-interest loans. At its sixth session, the General Assembly passed these questions on to ECOSOC, which in turn requested the Secretary-General to appoint a group of nine experts to prepare a detailed plan for the establishment of such a fund. Their report was considered at the sixteenth session of ECOSOC held in the summer of 1953 and a resolution was adopted transmitting the report to the General Assembly for further consideration. This resolution was coupled with a recommendation that governments should declare jointly that they were ready, when sufficient progress had been made in internationally supervised world-wide disarmament, to devote a portion of the savings thus achieved to such an international fund.

The general debate on economic development at the last session of the General Assembly began on October 12, 1953. The Canadian Representative stressed during the debate the important and beneficial role which external private capital has played in the Canadian economy, mentioned briefly what Canada had already done in the field of international economic development and reconstruction and stated that Canada recognized the desirability, when the necessary conditions existed, of establishing some form of international fund within the framework of the United Nations.

Two important resolutions, both of which Canada supported, were passed by the General Assembly on this question. The first declared that United Nations governments stood ready when sufficient progress had been made in internationally supervised world-wide disarmament to ask their peoples to devote a portion of the resultant saving to an international fund within the framework of the United Nations. The second asked governments for an indication of the degree of moral and material support which they would be prepared to make available for an eventual fund. It also invited these governments to comment on the report of the nine experts which dealt with the organization of the proposed fund. Finally the resolution appointed the former President of ECOSOC, Mr. Raymond Scheyven of Belgium, to collate the comments received and to submit a report to ECOSOC and to the General Assembly at its next session.

The Canadian response to the resolution, which was communicated to the Secretary-General in a letter dated December 23, 1953, recognized that under-developed countries are unable at the present time to mobilize sufficient resources to carry out their development at a desirable rate and "that the required amount of external assistance is not being provided by a natural flow of private investments from other countries". Accordingly, the Canadian reply went on to state that "the Canadian Government is in principle prepared to join with other countries in a position to help in support of the eventual establishment of an international development fund". To supplement action taken by recipient countries, however, the Government has come to the conclusion "that it would be practicable and worthwhile for a fund to be set up only when the countries mainly concerned are prepared to make resources available additional to those already being channelled to the under-developed countries to assist their development". The Canadian Government is, of course, "continuing to contribute to the development of the materially under-developed countries of the world through existing channels". But until circumstances, including progress in disarmament, are such that developed countries "are able to provide such additional resources, on a scale which would make the operations of an international fund worthwhile, the Canadian Government considers that it would be inadvisable to set up such a fund, and would not itself be prepared to contribute thereto".

The General Assembly has already expressed the view that agrarian conditions which lead to low agricultural productivity and low standards of living in many cases hinder general economic development. At its spring session in 1954 ECOSOC considered a report by the Secretary-General entitled *Progress in Land Reform* and recommended, among other things, that the International Bank give sympathetic consideration to loan applications from under-developed countries for land development projects.

Capital development in under-developed countries depends to some extent for its financing on proceeds from current exports and on the relation of such proceeds to the cost of necessary imports from more developed countries. Recent United Nations reports have stressed the important contribution which an improvement in the terms of trade (that is in the relation of the prices of imported manufactures to the prices of exported primary products) can make in providing additional resources to under-developed countries. At the seventh session of the General Assembly in 1952, a resolution was introduced by the Argentine Delegation which urged the maintenance of an adequate, just and equitable relation between the prices of manufactured and of primary products, and co-operation in establishing both multilateral and bilateral arrangements relating to individual primary commodities as well as groups of primary commodities and manufactured goods. It further requested the Secretary-General to appoint a group of experts to study the practical measures it might be advisable to adopt pursuant to these recommendations. A number of the developed countries, including Canada, doubted the wisdom of thus imposing rigidity upon the structure of

international prices and the resolution was adopted on a close vote of 24 in favour, 15 against (including Canada) with 10 abstentions. The group of experts, which reported at the end of 1953, recommended among other things the establishment of an inter-governmental trade stabilization commission to discuss and to propose courses of action designed to promote stability in primary commodity markets. After an examination of the expert study, ECOSOC at its seventeenth session in 1954 approved the establishment of a Permanent Advisory Commission on International Commodity Trade, which would have as one of its main tasks an examination of measures aimed at avoiding uneconomic fluctuations in the prices and value of primary commodities as well as measures for the maintenance of a "just and equitable relationship between the prices of primary commodities and the prices of manufactured goods in international trade". Consideration of the actual establishment and organization of the Commission was postponed to the eighteenth session of the Council, and member governments were asked to transmit to the United Nations their comments on the Advisory Commission together with their views concerning their participation. The Canadian Government, in informing the Secretary-General of its present views, noted that since it shared the doubts of the group of experts that additional machinery would be useful if the governments principally concerned were not willing to lend it their full support, it could not offer detailed comments on the Commission's terms of reference. The Canadian note added further that the commodity by commodity approach to international stabilization arrangements appeared the most likely to be successful and that the existing machinery, including the Interim Co-ordinating Committee for International Commodity Arrangements, had served and could continue to serve a useful purpose.

## **Studies on Internal Migration**

Programmes of economic and social development, if they are to be successful, depend to a large extent upon the availability of comprehensive and accurate statistical data. At the eighth session of the General Assembly, the view was advanced that studies already undertaken by the Economic and Social Council, the Population Commission and the International Labour Organization had not sufficiently reflected the importance of the relationship between internal migration and economic and social development and that further study was required on the complex problems raised by population movements within the under-developed countries. A resolution was accordingly passed inviting ECOSOC to develop, in co-operation with ILO and other interested parties, a programme of studies on internal migration. Canada voted in favour of this resolution. The only opposition came from the Soviet bloc, which argued that the question fell within the domestic jurisdiction of states and was thus outside the competence of the United Nations.



At its seventeenth session in April 1954, ECOSOC considered the General Assembly's request and a report made by the Secretary-General on his consultations with ILO and decided without debate to refer the matter to the Population Commission.

## Full Employment

In view of the undertaking expressed in Article 55 of the Charter to promote full employment, the Economic and Social Council has devoted a good deal of time to analysis of its economic causes and effects.<sup>1</sup> In accord with the several resolutions adopted by the Council itself and by the General Assembly, questionnaires have been circulated to member governments asking them to forward information regarding their domestic full employment policies and their policies regarding their balances of international payments and related matters. At the sixteenth session of the Council in the summer of 1953 the answers to the questionnaires covering the calendar years 1952 and 1953 were discussed together with three other agenda items touching on problems of full employment, and there was consequently a long and wide-ranging debate on the subject. Two of the items were reports previously requested by the Council: one from the International Monetary Fund regarding the adequacy of monetary reserves to meet temporary lack of equilibrium in the balance of payments, having in mind the desirability of promoting general convertibility of currencies and liberalization of trade and of creating conditions favourable to expanding international trade and high levels of production, consumption, employment and real income; the other from the Secretary-General on maintaining full employment while avoiding the harmful effects of inflation. The third item had been put on the agenda at the request of the International Confederation of Free Trade Unions and referred to the problem of reconverting industry, after the period of re-armament occasioned by the Korean War, in such a way as to avoid unemployment.

The item on reconversion after disarmament proved to be the most controversial. In its initial statement, the ICFTU outlined the problem and suggested that governments had an obligation to formulate their policies in this field at once, and should transfer resources to production contributing directly to human welfare. High wages, improved social security and reduced income tax for low income groups were suggested as necessary. One group of delegations, coming from the industrialized countries, stressed that the higher output expected by most member states in 1953 should cushion the effects of reconversion and that the problem should not be exaggerated, though governments had an obligation to channel disarmament savings with the maintenance of employment in mind. Another group considered that the expansion of financial aid to the under-developed countries was the only key to the problem and that the primary commodities largely produced by these countries must be assured stable prices in equitable relation to those of manufactured goods. Delegations of the Soviet bloc maintained that discrimination in trade against East Europe and the Peking Government was disrupting international trade and preventing full employment. Recent

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 33-34.

increases in unemployment in the West were due to the armaments race, which had distorted the economies of the countries participating. The Council rejected a Soviet bloc resolution on the removal of trade restrictions and adopted another which called upon governments to "take all practicable steps" to reduce obstacles to the development of normal and mutually beneficial trade. Some delegations pressed for an expert study, but the Council eventually adopted a resolution calling upon member governments to submit their views on measures they might consider necessary to prevent foreseeable adverse effects arising from the reduction of their own armaments and left it that the seventeenth session of the Council would consider the possible need of further action.

The Secretary-General had originally been requested to report to the fifteenth session of the Council on measures designed to reconcile the attainment and maintenance of full employment with avoidance of the harmful effects of inflation. At that session, in a preliminary statement, he noted the difficulty of isolating in past experience the influence of the high level of employment from other factors. He also stated the conclusion that counter-measures for inflation involved decisions in which political considerations were of paramount importance, and finally that the problem of preventing inflation in the course of rapid economic development appeared to be inseparable from the general framework of this latter subject. The Council nevertheless requested the Secretary-General to prepare for its sixteenth session a classification of the types of inflation associated with high levels of economic activity and to give a list of relevant recent studies. Members of ECOSOC who had had experience in dealing with such inflation were asked to give the Council the benefit of their experience. The Secretary-General in his further report listed four general types of inflation, stated that the pattern of measures to combat them would necessarily vary from country to country and suggested that the most effective way of furthering enquiries would be to obtain studies representing the views of governments on appropriate corrective measures, which the Secretariat could analyze for consideration by ECOSOC.

The pattern of debate on this subject at the sixteenth session of the Council followed that on the reconversion of industry after disarmament which was described above and a similar resolution was adopted which requested member governments to submit their views, and the Secretary-General to prepare a summary of them for the seventeenth session of ECOSOC, which would decide whether it would be advisable to appoint a committee of experts to pursue the studies further.

The report of the International Monetary Fund on the adequacy of monetary reserves stressed the fact first, that monetary reserves were not intended to finance a permanent lack of equilibrium in balance of payments; second that there was a high degree of interaction between the effect of domestic monetary and fiscal policies on the amount of a country's reserves and the effect of the amount of such reserves on the domestic monetary and fiscal policies; third that a world-wide distribution of monetary reserves in accord with the apparent need for them was incompatible with the distribution

of the real resources of any country in accordance with the highest priority for their use. The Fund considered, however, that supplementary reserves should be supplied quickly in response to need, on liberal terms and in adequate amounts. The Council noted with appreciation this statement of policy, and the importance of the question of monetary reserves in discussing full employment and requested the Fund to keep the matter under study and report again in 1954.

The seventeenth session of the Council in April 1954 postponed consideration of full employment to the eighteenth session, when it will be combined with the debate on the world economic situation.

## Social Questions

### Freedom of Information

Various organs of the United Nations have devoted considerable time to discussing ways of protecting and encouraging freedom of information ever since 1946, when the first session of the General Assembly approved a Philippine proposal to hold a conference on the subject. These discussions have shown that the problem of safeguarding free speech is complex, and that in the modern world there is no simple, universal formula to solve it once and for all.<sup>1</sup>

Freedom of information was not dealt with at the sixteenth session of the Economic and Social Council in June-July 1953. The eighth session of the General Assembly, however, considered the subject and adopted a two-part resolution by a vote of 53 in favour (including Canada) none against and 6 abstentions. The first part asked ECOSOC to give priority to consideration of the subject at its seventeenth session, and requested the Secretary-General to complete in time for that session the report on a programme of concrete action for the development of information facilities in under-developed regions of the world called for by General Assembly Resolution 633 (VII) of December 16, 1952. The second part invited the Secretary-General to ask those information enterprises and national and international professional associations which have not yet replied to his previous inquiry to submit their views on the organizing of an international conference to prepare the final text of an International Code of Ethics for the use of information personnel. Provided a representative group of them expressed a desire to do so, he was to co-operate with this group in organizing such a conference. The Canadian Representative voted for this part of the resolution after it had been amended to make clear that the initiative for calling the conference would remain with the profession itself, since the Canadian view is that the formulation of such a code is not primarily a matter for governments to decide.

The seventeenth session of ECOSOC in April 1954 considered the original report of the special Rapporteur on Freedom of Information, Mr. Salvador P. Lopez of the Philippines, which had been submitted in May 1953, and also a supplementary report bringing the first up to date. This latter report quoted surveys undertaken by Press Associations which stressed the serious menace to freedom

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 39-41.



of the press offered by censorship, and contained documented references to the state of press freedom in many parts of the world. Speaking before the Council on April 9, 1954, Mr. Lopez affirmed that "free exchange of information and ideas between peoples is at least as necessary a condition of peace as is the exchange of material goods between them". The Council adopted in all 12 resolutions on freedom of information, many of them following upon recommendations made in the reports. They cover almost every aspect of the gathering and international transmission of news and in addition to suggesting that the Secretary-General or the appropriate Specialized Agencies undertake various studies, they urged upon governments co-operation in such matters as facilitating the transmission of outgoing news despatches; offering extended opportunities for professional training in the use of information media; implementing measures to facilitate the work of foreign correspondents and endeavouring to reach agreement on the equitable international allocation of radio frequencies. Governments were also urged to adhere to the International Copyright Convention. A resolution on the encouragement and development of independent domestic information enterprises, among other things drew the attention of governments of the under-developed countries to the possibility of seeking technical assistance for this purpose; recommended that UNESCO increase its aid to such governments; and reminded the United Nations and Specialized Agencies of the desirability of continuing to give due prominence to information about countries whose domestic information enterprises cannot reach a foreign public. The twelfth resolution, on production and distribution of newsprint and printing paper, recommended that the Food and Agriculture Organization continue to pay due attention to requests by governments for services and advice on pulp and newsprint and that the United Nations and the Specialized Agencies particularly concerned continue to co-operate in seeking new measures to deal with the newsprint problem. These recommendations will appear in the Council's report and may be debated at the ninth session of the General Assembly. Since Canada is not at present a member of ECOSOC, there was no official statement of Canadian views on the various aspects of freedom of information which were considered at the Council's seventeenth session.

## Human Rights

One purpose of the United Nations, as expressed in the Charter, is "to achieve international co-operation . . . in providing and encouraging respect for human rights and for fundamental freedoms for all". To aid in the fulfilment of this objective, the Economic and Social Council early in 1946 established a Commission on Human Rights and, the General Assembly having decided in 1947 that an International Bill of Human Rights should be drawn up, the task of preparing it was assigned to the Commission.<sup>1</sup> The first step of the work was completed when the General Assembly on December 10, 1948, unanimously adopted the Universal Declaration of Human Rights. Since then, the more difficult task of drafting a multilateral

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 53-54.

treaty on human rights has occupied the various organs concerned. Since 1951, two draft Covenants on Human Rights have been under preparation, one on Civil and Political Rights, the other on Economic, Social and Cultural Rights. Recently, discussion has centred on the difficult problem of measures of implementation, particularly on the desirability of including a federal state clause which would meet the constitutional requirements of non-unitary states; and on the inclusion of an article on the "right of self-determination".<sup>1</sup>

At its sixteenth session in the summer of 1953, ECOSOC requested the Commission on Human Rights to complete the drafting of the Covenants on Human Rights during its tenth session in 1954, and invited member states, the Specialized Agencies, and the non-governmental organizations concerned to submit their comments on the draft Covenants. It also transmitted to member governments and Specialized Agencies for their comments the three proposals presented to the Commission last year by the United States for a Human Rights Action Programme. These proposals were brought forward by the United States Representative when it was announced that the United States would not sign the two Covenants on Human Rights. They would call for biennial reports from member states on developments and progress in the field of human rights; provision of technical assistance to governments to help in the eradication of discrimination and protection of minorities within their own territories, and the initiation by the Commission on Human Rights of a series of studies on a world-wide basis of specific aspects of human rights. The expert advisers appointed by the Secretary-General to carry out these studies would have access to information made available to the United Nations by member states, by Specialized Agencies and non-governmental organizations having consultative status; and to the information supplied to the Commission by the Secretary-General regarding communications about human rights received from private sources.<sup>2</sup>

A number of resolutions on human rights were debated during the eighth session of the General Assembly, and some of them were not adopted but were referred to the Commission for further consideration. Thus, it proved impossible to agree whether a federal state clause should be included in the Covenants, chiefly because some delegations sought to represent such a clause as a device to evade full implementation of the Covenants. During the debate the Canadian Representative, who supported the reference to the Commission, pointed out that, owing to the subjects dealt with by the Covenants, in the absence of a federal state clause it would be impossible for Canada to ratify the Covenants "short of a drastic overhaul of its basic constitutional arrangements". The Assembly also referred to the Commission on Human Rights for consideration a resolution suggesting the addition to the Covenants of provisions recognizing the right of petition. Another resolution, requesting the Commission to study at its tenth session the United States Human Rights Action Programme, together with the comments and debates thereon, was adopted by a vote of 47 in favour (including Canada) 5 against (Soviet bloc) and 6 abstentions (Arab states and India).

<sup>1</sup>See "Self-Determination of Peoples" below, page 49.

<sup>2</sup>See *Canada and the United Nations 1952-53*, pp. 53-54.

The Canadian Government's stand on a federal state clause was reiterated in a statement submitted to the Secretary-General and published on March 10, 1954. It declared first, that "in the absence of a satisfactory Federal State clause, Canada could not become a party to the Covenants, due to the nature of its constitution which divides legislative powers concerning Human Rights between the national parliament and the provincial legislatures"; and second, that the Government appreciated the motives underlying the Commission's work but believed that the articles of the draft Covenants contained "many serious defects".

At its tenth session (February 23 - April 16) the Commission on Human Rights completed its work on the draft Covenants. After a full debate, during which the Australian Representative sponsored an effective federal state clause for the Covenants, the Commission finally adopted by a margin of one vote a Soviet draft article that would extend the provisions of the Covenants to all parts of federal states "without any limitations or exceptions". If this article remains in the Covenants, it will mean that federal states will not be relieved of obligations which it would be constitutionally impossible for them to undertake. The Commission, however, also voted to refer to the General Assembly the question of whether or not to include in the Covenants a general reservations clause permitting states to accede to the Covenants with reservations. Two proposals for draft articles on the right of petition were finally withdrawn, and a proposed article on the right to property was defeated.

At the same session, the Commission elected two members to fill vacancies on its Sub-commission on Prevention of Discrimination and Protection of Minorities, and requested ECOSOC to authorize annual meetings of up to six weeks duration for the Sub-commission. Continuation by the Sub-Commission of a study of discrimination in education was approved, and several recommendations made regarding the Sub-commission's programme of work. Action on the United States Human Rights Action Programme was postponed to the next session.

The report of the Commission on Human Rights is under discussion at the eighteenth session of ECOSOC and the subject will probably be debated again at the General Assembly in the fall of 1954.

## Slavery

Under the International Slavery Convention of 1926 (ratified by Canada on August 6, 1928) the signatories undertook to suppress the slave trade and bring about the complete abolition of slavery in all its forms. But the continuance of slavery and related practices is still a problem, and the Economic and Social Council in 1953 recommended that nations adhere to the 1926 Convention, that the United Nations take steps to assume the functions exercised by the League of Nations under it, and that the desirability of a supplementary convention be examined.<sup>1</sup>

On October 23, 1953 the General Assembly approved a Protocol transferring to the United Nations the functions exercised by the League of Nations under the 1926 Convention. Canada signed this

<sup>1</sup>See *Canada and the United Nations 1952-53*, p. 46.



Protocol without reservation as to ratification on December 17, 1953. Twenty-four ratifications or signatures without reservation as to ratification are required before the Convention will be considered a United Nations instrument.

A draft Supplementary Convention, based on the recommendations of the Secretary-General and those of an *Ad Hoc* Committee of experts set up by ECOSOC in 1949, which would extend the provisions of the 1926 Convention to include institutions and practices analogous to slavery, has been circulated to member governments for comment. In a Note of January 18, 1954 to the Secretary-General, the Canadian Government submitted its views stating that it strongly desired the abolition of slavery and the slave trade in all their forms, and saw benefit in the proposal, but considered first, that effective action by governments concerned would be required to eradicate the practices referred to, and second, that in countries like Canada where no slavery or analogous institutions exist, the governments concerned should not be required to take positive action to implement the provisions of the proposed Supplementary Convention, since action would in this case accomplish nothing. It was suggested therefore that such countries should be permitted to make a reservation with respect to the enactment of legislation and the filing of annual returns or, alternatively, that an article or clause should be included to ensure that these provisions would not be binding upon them. Otherwise, owing to the distribution of legislative power in Canada, the implementation of some provisions would create constitutional problems and the Canadian Government would find it difficult to participate in a Supplementary Convention along the lines proposed.

The seventeenth session of ECOSOC adopted two resolutions on slavery on April 29, 1954. One recommended that all states accede to the 1926 Convention and the Protocol and provide further information concerning slavery in their own countries, and appointed Mr. Hans Engen of Norway to prepare a summary of this information for consideration at the nineteenth session. The other invited all governments and the International Labour Organization to submit comments on another draft Supplementary Convention, prepared by the United Kingdom, and on any other drafts that might in future be submitted.

## **Self-Determination of Peoples**

Discussion of the right of peoples to "self-determination" has become a recurring element of United Nations debates on human rights in general, and at its sixth session in 1950, the General Assembly called for the inclusion in the Covenants on Human Rights of an article on the right of peoples to decide their own destiny. The resolution also requested the Commission on Human Rights to prepare recommendations concerning international respect for the self-determination of peoples. The Commission prepared one recommendation that member states administering dependent territories should grant demands for self-government, the popular will being ascertained by plebiscites under United Nations auspices, and another recommendation that these member states should voluntarily submit information on the exercise of self-determination by, and the political

progress of, the peoples in territories under their jurisdiction.<sup>1</sup> At its seventh session the General Assembly adopted the two recommendations, with some amendments, and instructed the Commission on Human Rights to continue preparing recommendations on this subject.

The Commission on Human Rights was not able to prepare further recommendations by the time the eighth session of the General Assembly met in 1953, but it had in the meantime included in the Draft Covenant on Civil and Political Rights an article containing special provisions for the implementation of the right of self-determination. A number of delegations at the eighth session were dissatisfied with the Commission's failure to act on the directive given at the previous session and a resolution was finally proposed which asked the Commission to give due priority to the preparation of recommendations on self-determination at its next session. The resolution was approved by a vote of 43 in favour, 9 against and 5 abstentions (including Canada). In explanation of Canada's abstention the Canadian Representative doubted the wisdom of such a directive to the Human Rights Commission. It was not clear what was meant by "due priority" and it was, in any case, the opinion of the Canadian Delegation that the Human Rights Commission should be encouraged to concentrate on completing the Draft Covenants on Human Rights which had been before it for a number of years.

At its tenth session, in April 1954, the Commission on Human Rights, of which Canada is not at present a member, passed a resolution recommending that the General Assembly establish two commissions to deal with the matter of self-determination of peoples. One of these commissions would conduct a survey of the status of the right of self-determination and make recommendations for strengthening it. The other would examine any situation resulting from alleged denial or inadequate realization of the right of self-determination.

## Forced Labour

An examination of the prevalence of forced or "corrective" labour has been occupying the Economic and Social Council since 1948, and in 1951 there was set up an *Ad Hoc* Committee on Forced Labour under the joint auspices of the United Nations and the International Labour Organization.<sup>2</sup> The members of the Committee, Sir Ramaswami Mudaliar of India, Mr. Paal Berg of Norway and Mr. Enrique Garcia Sayan of Peru, were charged with the task of studying the nature and extent of systems of forced or corrective labour. The Committee's final Report, a document of some 600 pages, was submitted in June 1953. It stated that the inquiry had revealed the existence in the world of two principal systems of forced labour, the first employed as a means of political coercion or punishment for holding or expressing political views, the second for important economic purposes. In the opinion of the Committee, evidence had been submitted to them of systems of forced labour of so grave a nature that they seriously threatened fundamental human rights and

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 43-44.

<sup>2</sup>See *Canada and the United Nations 1950*, pp. 74-75.

jeopardized the freedom and status of workers, in contravention of the obligations and provisions of the Charter of the United Nations.

The report was issued too late for consideration by the sixteenth session of ECOSOC in July 1953, but at the request of the United States Government an item entitled "Evidence of the Existence of Forced Labour" was included in the agenda of the eighth session of the General Assembly. In the course of the debate, a number of delegations, including those of the United States and several Latin American countries, strongly condemned the countries of the Soviet bloc on the basis of the Committee's findings that systems of forced labour existed in those countries. In reply, the Soviet Representative described the Committee's Report as a concoction of lies and slanders. He declared that his country regarded the right to work as an essential right of all citizens and he made the counter-charge that the capitalist economic system of the United States in fact condemned its workers to forced labour. A resolution was passed inviting ECOSOC and the ILO to give early consideration to the Report of the *Ad Hoc* Committee and requesting the Secretary-General to ask governments which have not yet provided information to the *Ad Hoc* Committee to submit such information before the seventeenth session of ECOSOC.

In supporting this resolution the Canadian Representative said that certain facts regarding forced labour had emerged clearly from the legislation and policies of the governments concerned and did not depend on the conclusions or findings of the *Ad Hoc* Committee, the report of which was not officially before the Assembly. Action on the report of the Committee was, however, a matter of urgency, for in the six years since the problem of forced labour had first been brought to the attention of ECOSOC, no fewer than six nations had passed legislation establishing or extending systems of forced labour. The Canadian Representative appealed to all members of the United Nations to co-operate in solving this problem and expressed the hope that those who voted for the resolution would be taking the decision expected by all who believed in human dignity and who stood against punishment on the grounds of political, cultural and religious ideologies.

The Council discussed the Report of the *Ad Hoc* Committee at its seventeenth session in April 1954 and passed a resolution which commended the Committee for its work; invited the ILO to continue consideration of this question; condemned systems of forced labour; appealed to all governments to re-examine their laws and practices; requested the Secretary-General and the Director-General of the ILO to prepare a report setting out whatever further replies may be received from governments and any new information on forced labour submitted by governments, Specialized Agencies and non-governmental organizations; and transmitted this resolution to the ninth session of the General Assembly.

The Governing Body of the ILO, on which Canada is represented, discussed the Report of the *Ad Hoc* Committee at two of its meetings in 1953 and decided to appeal to governments which have not yet ratified the four ILO Conventions dealing with forced labour to give



prompt consideration to ratification; to invite metropolitan governments to consider applying the four Conventions to all their non-metropolitan territories; to consider revising the Forced Labour Convention of 1930 to provide for complete suppression of all forms of forced or compulsory labour; and to affirm the ILO's willingness to intensify its efforts toward the abolition of forced labour of an economic character.

## Refugees

Though the International Refugee Organization came to an end in 1952, there are probably still about 1,500,000 people, approximately half of them in Europe, who come within the principal category of the United Nations definition of refugees, that is persons who are outside the country of their normal residence because of fear of persecution.<sup>1</sup> This does not include the many thousands who have fled from Eastern Germany but are still within their own country where they have the rights of nationality.

The mandate of the principal international body concerned, the Office of the United Nations High Commissioner for Refugees, extends to those whose refugee status pre-dates January 1, 1951, though certain groups of these, such as the Palestine Arab refugees, are dealt with by other United Nations agencies. The Office was continued by the eighth session of the Assembly for a further period of five years from January 1, 1954, and Dr. G. J. van Heuven Goedhart was re-elected High Commissioner for the same period. The Canadian Delegation supported this resolution and expressed appreciation of the High Commissioner's ability and the devotion he accords to his humanitarian task, in which Canada is deeply interested.

Outside the United Nations, the Council of Europe has appointed a special representative to study refugee problems and submit proposals for their solution; the United States Government has aided many refugees through its Escapee Programme; the Intergovernmental Committee for European Migration has been concerned with resettling certain groups of refugees; and many voluntary agencies have carried on welfare and resettlement work.

In seeking permanent solutions to the refugee problem, the High Commissioner has co-operated with the countries of residence of the refugees in schemes of economic integration and with countries of emigration and the Intergovernmental Committee for European Migration in the resettlement of refugees. But there remain under his mandate some 350,000 refugees who are not completely assimilated.

During the past year the High Commissioner has been giving special attention to the situation of refugees in need of emergency aid, those still living in camps and those requiring special care for whom no satisfactory arrangements have yet been made. The number of "difficult cases" of refugees who are the concern of his office has steadily increased, but by personal approaches to ten governments he has placed 307 refugees of this class from among those in China. In Europe there are more than 87,000 refugees still living in official camps, many of whom have been in the camps for eight or nine years.

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 41-43.

One project promoted during the past year is a camp adoption scheme by which communities or organizations agree to take a continuing interest in a particular camp. The United Nations Refugee Emergency Fund having been exhausted by the end of 1953, the High Commissioner again appealed for contributions. Canada is contributing in 1954 a further \$50,000 for the relief of the refugees in China (the largest single charge on the Fund), and \$50,000 to the Intergovernmental Committee for European Migration for re-settlement.

An important step in international action for the protection of refugees, which is one of the major concerns of the High Commissioner, was the coming into force of the Convention relating to the Status of Refugees. This Convention, which was signed at Geneva in 1951, needed six ratifications or accessions to enter into force. The deposit of an instrument of accession by Australia, the sixth state to ratify or accede to the Convention, brought it into force on April 22, 1954. It establishes minimum rights for refugees as regards wage-earning, employment, education, public relief and religion, and sets forth a procedure for the issuance of travel documents. In Canada, the Convention is receiving study in the light of existing legislation and the division of responsibility between federal and provincial governments.

### Statelessness

The United Nations Conference held at Geneva in July 1951 which drew up the Convention on the Status of Refugees<sup>1</sup> also had before it a Draft Protocol on the Status of Stateless Persons, intended to apply the provisions of the Convention on Refugees to stateless persons. The Conference decided, however, that the Draft Protocol required further study and took no action on it.

In accordance with a recommendation made by the Economic and Social Council at its seventeenth session, that a new conference of plenipotentiaries to revise the Draft Protocol should be convened, the Secretary-General of the United Nations is canvassing the governments represented at Geneva in 1951 on the possibility of holding a new conference in September 1954.

Meanwhile, at its fifth session in 1953, the International Law Commission completed work on a Draft Convention on the Elimination of Future Statelessness and another on the Reduction of Future Statelessness and submitted them to member governments for comment.

The Canadian Government has stated that, with some modifications, the Draft Convention on the Reduction of Future Statelessness would more nearly coincide with existing Canadian law and policy than the Draft Convention on the Elimination of Future Statelessness. The latter Convention, for example, would prohibit deprivation of nationality by way of penalty where statelessness would result, whereas the Canadian view is that there exist certain cases of disloyalty in which deprivation of citizenship is justified.

<sup>1</sup>See "Refugees" above pp. 52-53.

## Programme of Concerted Practical Action in the Social Field

In recent years a number of countries have advocated a detailed examination of the activities of the United Nations and the Specialized Agencies in the social field, to ensure an effective concentration of efforts and resources,<sup>1</sup> and a Report on a Programme of Concerted Practical Action has been prepared. At its sixteenth session in 1953, the Economic and Social Council drew up a resolution on this subject for submission to the General Assembly.

This resolution expressed agreement with the Secretary-General and the heads of the Specialized Agencies that there was need for re-orientation and concentration of effort, wider geographical coverage, improvement of methods and techniques, additional resources and full governmental and popular co-operation; and stated that special attention should be devoted to broader sources of international financing of international social and economic development and to the needs of under-developed areas. It also set out general principles for assistance to governments and listed eight kinds of projects on which a concerted programme should concentrate. As an immediate objective, particular attention should be paid to assisting governments by:

- (1) promotion and implementation of community development projects;
- (2) rapid development of training programmes for professional and technical personnel;
- (3) development and strengthening of national and local organizations for administering social programmes.

At the eighth session of the General Assembly strong differences of approach emerged during the discussions. Some delegations took the view that economic development must be accompanied by corresponding social progress. Others argued that economic development was the only possible foundation for improvement in the general standard of living. While the majority opinion was that social progress could not be forced beyond the economic capacity of countries and the limited resources of the United Nations, others urged a more energetic approach. A resolution passed on October 23, 1953 by the General Assembly invited the Secretary-General and the Specialized Agencies to keep in mind the principles, methods and techniques defined by ECOSOC, recommended that the Council add to the programme a paragraph on improving health, education and social welfare in the non-self-governing territories and trust territories, and requested it to keep the development of the programme under review and to report progress to the General Assembly.

Canada voted in favour of this resolution. In the Third Committee of the Assembly the Canadian Representative made three main observations: first, that one of the most valuable results of the effort to formulate a programme of concerted practical action in the social field has been the concentration of effort in certain clearly defined areas where there is some prospect of worthwhile results; second, that as a result of drawing up the proposed programme the true role and functions of the United Nations in the social field have emerged

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 38-39.



more clearly than before; third, that it was hoped governments would now give the programme a chance to evolve and develop over a reasonable period.

### **Recognition and Enforcement Abroad of Maintenance Obligations**

Since the Second World War the number of women and children abandoned by those responsible for their support, who have moved to another country, has increased and it is often extremely difficult to enforce rights of maintenance against a man living in another country. Concerned at this situation, the Economic and Social Council in 1952 requested the Secretary-General to convene a Committee of Experts to draft a model convention or a model law on the recognition and enforcement abroad of maintenance obligations.

The eighth session of the General Assembly requested ECOSOC to do its utmost to complete work on this question in time to report to the ninth session.

At its seventeenth session in April 1954, ECOSOC considered a Draft Convention on the Recovery Abroad of Claims for Maintenance and a Draft Model Convention on the Enforcement Abroad of Claims for Maintenance prepared by the Committee of Experts. The first Convention would provide means for a resident of one country to obtain an order for maintenance against a resident of another country in the courts of the other country. The second would provide a model of the machinery necessary to enable a person who has obtained a maintenance order in his own country to have it enforced in another country.

The Council has transmitted both Draft Conventions to governments for their consideration, has enquired whether member states think it desirable to call a conference to complete the first Convention, and has recommended the use of the second Convention as a guide in the preparation of bilateral treaties or legislation. In Canada this subject is a matter of provincial jurisdiction.

### **Programmes of Assistance**

#### **Aid for Children**

From the time of its establishment by the General Assembly in 1946 until 1950, the United Nations International Children's Emergency Fund carried out programmes of immediate relief for children of war-devastated countries, principally in Europe. In 1950 the General Assembly authorized the Fund to undertake for a three-year period ending December 31, 1953, long-range welfare projects for needy children in under-developed countries throughout the world.<sup>1</sup>

ECOSOC considered the future of the Fund during the summer of 1953, and unanimously recommended its continuance for an indefinite period. The General Assembly, to which the recommendation was transmitted, at its eighth session adopted, again unanimously, a resolution providing for the continuation of UNICEF pursuant to the pertinent provisions of previous resolutions (Resolutions 57 (I) and 417 (V)) "with the exception of any reference to

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 37-38.

time limits contained in these resolutions". The Assembly decided at the same time to change the name of the organization to the United Nations Children's Fund, although the symbol UNICEF was retained. The policies of the Fund continue to be established by a 26-nation Executive Board, the members of which are elected by ECOSOC either directly or through membership in the Social Commission. Canada has been on the Board since 1946 and in 1952 was re-elected to serve until December 31, 1955.

The activities of the Fund extend into 69 countries and cover many aspects of maternal and child welfare. During 1953, for example, approximately 9,000,000 children were vaccinated against tuberculosis and 1,000,000 mothers and children were treated against yaws, bejel and prenatal venereal disease. About 9,000,000 mothers and children were protected against malaria and typhus and 1,500,000 received daily rations under long-range nutrition programmes. The activities of the Fund will be substantially increased during 1954 as a result of the increase in the number and total amount of contributions received last year. During 1953, 53 governments, as against 39 in 1952, contributed \$14,245,000 to the Fund, as against \$10,781,000 last year. The Canadian Government contributed \$500,000 this year bringing the total of its contributions to \$8,975,050. In addition, private contributions in Canada since the inception of the Fund amount to more than \$1,500,000.

## Aid for Korea

From the outbreak of hostilities in Korea, the United Nations has concerned itself with the necessity of helping the Korean people to repair the ravages of war in their country. On July 31, 1950, the Security Council requested the Unified Command to exercise responsibility for determining the relief needs of the civilian population, and asked the Secretary-General to transmit to it all offers of assistance received. This Emergency Relief Programme has continued since then to supply immediate needs in the form of food, clothing, medicines and so on. The latest official figures indicate that 36 countries have made contributions in kind amounting in all to \$407 million of which \$395 million has been contributed by the United States. The Canadian Government has contributed 2,500 tons of salt cod worth \$750,000 (Canadian). A number of Canadian voluntary agencies also continue to make contributions in kind.<sup>1</sup>

On December 7, 1950 the General Assembly adopted a resolution establishing the United Nations Korean Reconstruction Agency, which was to be concerned chiefly with the long-term rehabilitation of Korea. The Agency is administered by an Agent-General assisted by a small Advisory Committee under the chairmanship of Canada which was elected by the General Assembly.<sup>2</sup> The prolongation of hostilities prevented the Agency from beginning its main task until September 1952, though it was able to carry out some limited operations and to enter into agreements with the Unified Command which delineated areas of responsibility. After the signing of the

<sup>1</sup>See *Canada and the United Nations 1952-53*, p. 36.

<sup>2</sup>The other members are India, the United Kingdom, the United States and Uruguay.

armistice on July 27, 1953, plans for a combined programme were developed in consultation among the Government of the Republic of Korea, UNKRA, the United Nations Command Economic Co-ordinator, and the Korea Civil Assistance Command, which is now concerned with the implementation of the United Nations Emergency Relief Programme and with the \$200 million programme of economic rehabilitation inaugurated by the United States Government shortly after the armistice. A formal agreement concerning the implementation of UNKRA programmes was signed with the Government of the Republic of Korea on May 31, 1954.

When UNKRA was first established, it was estimated by the Economic and Social Council that the cost of its programmes for the initial period of about a year would be \$250 million, and a Negotiating Committee for Extra Budgetary Funds of seven members, including Canada, was set up to ascertain what member and non-member states might be willing to contribute. Pledges received towards this amount at the time of writing were about \$209 million (U.S.) of which approximately \$98 million had been paid. The Canadian Government has paid its pledge of \$7,250,000 (Canadian) in full. The United Kingdom has pledged \$28 million of which \$17 million is paid and Australia \$4 million of which \$2,450,000 has been paid. The United States has pledged \$162,500,000 making it a condition that the United States contribution should not exceed 65 per cent of the total. Under this formula, the United States has so far paid \$65,750,000 of its pledge and will be unable to make further payments until more pledges are made good or additional contributions received.

Late in 1952 UNKRA was able to begin implementation of a programme of \$70 million for 1952-53, which included projects for the development of agricultural research, irrigation and land reclamation, the rehabilitation of damaged industrial plants, electric power, the installation of port facilities and railroads, the development of Korean coal fields for local needs, the initiation of a housing programme, the restoration of schools and libraries, and the importation of certain commodities such as grain and fertilizer to counteract inflation and provide the Agency with the local currency necessary to carry out its reconstruction programme. This programme was successfully completed in the fiscal year 1953-54. The programme of \$130 million originally planned for that year was revised in the light of developments after the armistice and a new target of \$85 million set, a substantial part of which has been implemented, on the basis of probable receipt of pledges. At the same time, the Agency made plans for a 1954-55 programme of \$110 million. Both these programmes were approved at the eighth session of the General Assembly by a vote of 52 in favour (including Canada) none against and 5 abstentions, in a resolution co-sponsored by Canada which expressed concern over the fact that sufficient funds were not available to implement the Agency's programmes and urged all governments to give immediate consideration to the prompt payment of pledges already made or to the making of contributions. At the same time the General Assembly requested the Negotiating Committee for Extra Budgetary Funds to undertake negotiations with governments to this end. In spite of the efforts of the Negotiating Committee and of



repeated appeals by the Agent-General, relatively little progress has been made and the financial situation of the Agency is becoming increasingly difficult.

### **Assistance to Palestine Refugees**

The United Nations Relief and Works Agency for Palestine Refugees in the Near East, the Director-General of which was to be assisted by an Advisory Commission of six member states, was established by the General Assembly in 1949 to provide for the relief and resettlement of about 950,000 refugees left homeless by the hostilities in Palestine in 1948.

Under a three-year plan approved in 1952 (the Blandford Plan) UNRWA was to undertake a \$250 million programme for the combined relief and rehabilitation of the refugees. Of the total sum \$50 million was to be devoted to immediate relief expenditures on a decreasing scale up to June 30, 1954, when it was expected that all the refugees would be resettled and the Agency's operations would end. Though UNRWA has been able to launch a limited number of projects for long-term rehabilitation, it soon became apparent that the re-integration of refugees would be much slower than expected and that heavy expenditures for relief would continue to be necessary, and the Assembly has accordingly twice authorized an upward revision in the relief budget.<sup>1</sup>

On June 30, 1953, as the Director-General reported to the eighth session of the General Assembly, 872,000 refugees were still unsettled. In a report submitted jointly with the Advisory Commission, he accordingly recommended that the mandate of the Agency be extended as an interim measure from June 30, 1954 to June 30, 1955 on the understanding that a thorough examination of the refugee problem in all its aspects would be prepared for consideration at the ninth session in 1954. The Assembly approved this recommendation by a vote of 52 in favour (including Canada) none against and 5 abstentions. An increase in the 1953-54 relief budget from \$18 million to \$24.8 million was authorized and a tentative relief budget of \$18 million for 1955 approved.<sup>2</sup> In common with a number of other countries, Canada expressed concern at the limited progress achieved in the resettlement of refugees and urged the Arab countries concerned and Israel to co-operate as fully as possible in solving the problem.

Canada is one of the largest contributors to the relief of Palestine Arab refugees, its total contributions since 1948 being slightly over \$3.5 million, including \$500,000 which in April 1954 was made available for the 1953-54 UNRWA budget. In making this contribution the Canadian Government indicated that its future financial support would be dependent upon the progress made towards a final settlement of the refugee problem. On December 31, 1953 the total of all government contributions to UNRWA (exclusive of unpaid pledges) was \$133,534,842.

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 36-37.

<sup>2</sup>An increase in the membership of the Advisory Commission was also authorized and as a result Belgium and Lebanon were added. The other members are Egypt, France, Jordan, Syria, Turkey, the United Kingdom and the United States.

## Assistance to Libya

On August 3, 1953 the Economic and Social Council, which had been asked by the General Assembly to study how the United Nations might help to finance the urgent programmes of social and economic development in the new Libyan state,<sup>1</sup> recommended that all governments able to do so should be invited to provide financial and technical assistance to aid Libya's economic development "in the spirit of the United Nations Charter and within their possibilities". The recommendation did not seek to discourage bilateral aid outside the United Nations, although several states had considered this prejudicial to Libya's independence.

At the eighth session of the Assembly in December 1953 Libya's spokesman indicated that a 45 per cent deficit in the \$17,000,000 regular budget was being met by friendly states. Devastated during the war, however, the country badly needed additional United Nations aid for its development budget.

The debate revealed little prospect of special contributions under United Nations auspices, but since many believed the United Nations should provide at least an opportunity for such contributions, a resolution to that effect jointly sponsored by the Arab states, Indonesia, Pakistan and Turkey was adopted without opposition. Only the Soviet bloc abstained.

## Transport and Communications Questions

The Transport and Communications Commission will not meet again until 1955, but several of its projects have this year occupied the attention of other organs of the United Nations.<sup>2</sup>

At its sixth session the Commission had recommended that the Protocol on a Uniform System of Road Signs and Signals should be opened for signature by the Secretary-General. The Economic and Social Council, however, instructed the Secretary-General to continue his consultations concerning the contents of the Protocol and the date it should be opened for signature. By April 1954, of the replies received from 33 governments only eight had indicated readiness to sign without reservation. The Council accordingly requested the Transport and Communications Commission at its next session to consider what further action might be deemed desirable.

The fifteenth session of ECOSOC had instructed the Secretary-General to inquire whether governments would make experts available to correlate studies on the pollution of sea-water for transmission to the proposed Intergovernmental Maritime Consultative Organization. But the United Kingdom Government, in view of the increasing seriousness of the problem of pollution of the sea by oil, summoned a conference which met in London April 20 - May 12, 1954. Forty-two countries, including Canada, were represented at the conference, or sent observers. It prepared an International Convention for the Prevention of the Pollution of the Sea by Oil, which will come into effect 12 months after ten governments (including 5 countries of not less than 500,000 tons gross of tanker tonnage) have become party. Canada has signed subject to acceptance.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 24-25.

<sup>2</sup>See *Canada and the United Nations 1952-53*, p. 50.

Ratifications of the convention setting up IMCO have been coming in slowly and ECOSOC in July 1953 asked the 14 governments which had already accepted to consider how ratifications could be speeded up.<sup>1</sup> At the initiative of the United Kingdom Government, these 14 governments (including Canada) attended a conference in London October 27-28, 1953, and agreed to take appropriate action. Diplomatic representations have been made to a number of countries as a result. Since the conference, Egypt has ratified the Convention. Six more ratifications or acceptances will be required before IMCO can be established. At its seventeenth session ECOSOC requested the 14 countries to continue their efforts.

Acting upon a recommendation made by the Transport and Communications Commission, ECOSOC, by Resolution 468 F (XV), instructed the Secretary-General to convene a conference of governments to conclude two conventions relating to customs formalities for the temporary importation of private road motor vehicles and for tourism (i.e. the personal effects of tourists travelling by any means of transport). This conference met in New York May 11 - June 4, 1954; 50 states (including Canada) were represented, but in accordance with their previous attitude towards this project the governments of the Soviet bloc did not attend. The conference adopted and opened for signature the following instruments: a Convention concerning Customs Facilities for Touring; a Protocol to the above relating to the Importation of Tourist Publicity Documents and Material; a Customs Convention on the Temporary Importation of Private Road Motor Vehicles.

## Non-Governmental Organizations

In accordance with Article 71 of the Charter, the Economic and Social Council has established consultative relations with a large number of non-governmental organizations, which can furnish expert information within their fields of competence as requested by the Council or, in certain circumstances, volunteer statements of their views on specific questions. The organizations are classified in three categories. Those in Categories A and B have the right to submit written statements for circulation and may present their views orally. The nine organizations in Category A may also propose items directly for inclusion in the agenda of the functional and regional commissions or through the Council Committee on Non-Governmental Organizations for the agenda of the Council itself. In addition, the Secretary-General maintains a register of organizations which are specialized in a narrow field and with which *ad hoc* consultation may sometimes be desirable. The Council Committee on NGOs, which is composed of seven members of ECOSOC elected yearly, considers and makes recommendations upon requests for hearings and applications for reclassification or admission to consultative status.<sup>2</sup>

Both procedurally and substantively, the arrangements for consultation with NGOs have been affected by the prevailing conflicts in international relations. Procedurally, there have been differences

<sup>1</sup>See *Canada and the United Nations 1951-52*, p. 106.

<sup>2</sup>See *Canada and the United Nations 1952-53*, pp. 48-49.



of opinion along political lines as to what organizations should be accorded the privilege of consultative status and also as to how far security requirements of the host country should restrict the access to headquarters of accredited representatives of NGOs. Substantively, the views presented by some organizations on such matters as infringements of trade union rights, slavery, forced labour, the international flow of private capital and so on, have been coloured by their political affiliations.

A review of organizations with Category B status was undertaken during the past year and the Council debates on the subject reflected these political tensions. Category B status was withdrawn from the Women's International Democratic Federation on a vote of 10 in favour, 3 against and 5 abstentions. Delegations favouring withdrawal of status, which included the United States and the United Kingdom, stated that the WIDF had cynically exploited women for ulterior political purposes and, far from supporting the United Nations, had used the whole weight of its propaganda machine to oppose action taken in accordance with General Assembly decisions. Delegations of the Soviet bloc opposed withdrawal, those of Egypt, India and Yugoslavia questioned the propriety of the action, partly on the grounds that the United Nations was an association of states with differing ideologies. Similar considerations arose in the deferment to 1955 of action on the reapplication for Category B status of the International Association of Democratic Lawyers and the International Organization of Journalists, and the reclassification from the Register to Category B of the International Federation of Senior Police Officers and the World Federation of Democratic Youth.

A working agreement regarding the grant of United States visas for representatives of NGOs has been reached by the Secretary-General and the United States. It will more closely define the cases in which the United States will invoke security considerations and will facilitate early consultations at a high level before a visa has actually been refused and the question has become a matter of public controversy.

## Functional Commissions of the Economic and Social Council

Of the eight functional commissions now in existence only four met during the period July 1, 1953 to June 30, 1954.<sup>1</sup> Canada is at present a member of the Statistical and Fiscal Commissions (until December 31, 1955), the Population Commission (until December 31, 1956), and the Commission on Narcotic Drugs (indefinite term).

The re-organization of the functional commissions and their pattern of meetings adopted experimentally by the Economic and Social Council in 1951 will be reviewed at the eighteenth session of the Council.<sup>2</sup> Under the present plan, several times modified since 1951, the Fiscal, Population, Social, and Transport and Communica-

<sup>1</sup>For the work of the tenth session of the Commission on Human Rights see the article "Human Rights" above pp. 46-48.

<sup>2</sup>See *Canada and the United Nations 1951-52*, pp. 80-83.

tions Commissions meet biennially in odd-numbered years, the Statistical Commission in even-numbered years. All the other commissions and the Sub-Commission on Prevention of Discrimination and Protection of Minorities meet annually. At the eighth session of the General Assembly, in 1953, it was suggested that the Social Commission should also revert to annual meetings and should be enlarged in membership to provide greater representation of under-developed areas and various economic and social patterns. A Canadian-sponsored motion to refer these and other proposals to the Council for consideration was eventually adopted. The Council will also have before it conclusions reached by the Secretary-General during his review of the organization and work of the Secretariat requested in General Assembly Resolution 784 (VIII). He has already recommended four-year terms of membership for those commissions meeting biennially, since with three-year terms some members attend two sessions and others only one. Other recommendations to reduce the volume of projects serviced by the Secretariat will, if approved, affect the work programmes of the functional commissions.

### **Commission on the Status of Women**

In the summer of 1953, the Economic and Social Council considered the report of the seventh session of the Commission on the Status of Women and adopted a 12-part resolution giving effect to the recommendations contained in the report.<sup>1</sup> Part B of the resolution (504 (XVI)) extended an invitation to member states to submit their comments on a draft Convention on the Nationality of Married Persons, which is intended to ensure to women equal status with men in the matter of nationality. The Canadian Government submitted its comments on February 17, 1954 and pointed out that "insofar as the acquisition and loss of Canadian citizenship are concerned Canadian legislation makes no difference between sexes which would put women at a disadvantage".

Three other parts of the resolution required consideration by the General Assembly, which dealt with them at its eighth session. It authorized the Secretary-General to provide on request services which do not fall within existing technical assistance programmes in order to assist the requesting state in promoting and safeguarding the rights of women. The Canadian Representative, in voting for this resolution, expressed the understanding that for 1954 no additional budgetary provision would be required and that requests for technical assistance in this field would be considered within the framework of the programmes and on their merits. The Assembly also passed a resolution urging states to take measures for the development of the political rights of women in territories where these rights were not fully enjoyed and a resolution requesting the Secretary-General to despatch an invitation to non-member states which are members of the Specialized Agencies or parties to the Statute of the International Court of Justice to sign and ratify or accede to the Convention on the Political Rights of Women. Canada voted in favour of both these resolutions.

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 49-50.

The report of the eighth session of the Commission on the Status of Women (March 22 - April 9, 1954) submitted to ECOSOC a number of resolutions calling for further efforts to establish acceptance of women's role in public life, to secure equal pay for equal work, equal educational opportunities and an equal chance to hold senior posts in the United Nations. The Commission also recommended that a provision concerning the equal marital rights of men and women in the draft Covenant on Civil and Political Rights should be redrafted by the Commission on Human Rights and recommended that the revised text of the proposed Convention on the Nationality of Married Women should be circulated anew to member governments for comment. At the time of writing the Council had not yet discussed the Commission's report.

### Statistical Commission

The Statistical Commission held its eighth session in New York April 5 - 22, 1954.<sup>1</sup> The Canadian member is Mr. Herbert Marshall, the Dominion Statistician. There was an agenda containing 17 substantive items, most of which entailed the discussion of papers or memoranda, prepared by the Secretary-General or others, dealing with methods and procedures for improving the accuracy and international comparability of many different types of statistics. As a result of its review, the Commission made a number of suggestions and recommendations, chiefly to the Secretary-General, as to how the work should be pursued.

The Commission noted that the Standard International Trade Classification is now used by 32 countries accounting for almost 70 per cent of world trade and that over 20 more are arranging to use it soon. The definition of "transaction value" for use in external trade statistics recommended by the Commission and approved by the Economic and Social Council appears likely to be generally adopted, as regards items where practicable, otherwise by overall totals. The Commission recommended that member governments provide periodically in their external trade statistics their legal definitions of value and also descriptions of the methods of valuation used in practice. It was also recommended that they record statistics of fish landed from the original craft, bunkers and stores for foreign vessels and vehicles, and new ships and aircraft. Secondhand ships and aircraft would be registered separately. The Secretary-General was asked to revise the existing summary of official definitions of customs areas and to obtain the views of member governments on his revision and on methods for making periodic checks of the reliability of indices of quantum and unit value.

The Commission suggested continued co-operation by the Secretary-General with the International Chamber of Commerce in studies of distribution censuses and statistics of wholesale and retail trade; with UNESCO on improving international comparability of education and illiteracy statistics; with the International Statistical Institute, the Inter-American Statistical Institute, UNESCO and other interested Specialized Agencies in preparing a report on the

<sup>1</sup>See *Canada and the United Nations 1952-53*, p. 51.



present programme of assistance in statistical education and training. It examined a report from a Committee of Experts convened jointly by the Secretary-General, the International Labour Organization and UNESCO on "International Definition and Measurement of Standards and Levels of Living" and asked the Secretary-General to obtain the views of member governments thereon. The Secretary-General was also asked to draw up draft recommendations on methods of preparing population censuses for submission to the Population and Statistical Commissions. Owing to the possibility of a conflict between recommendations of the International Convention on Economic Statistics and those of ECOSOC, he was asked to take the appropriate steps to modify the Convention.

The Commission has assigned high priority to the International Standard Industrial Classification, the Standard International Trade Classification (including the compilation of an index for the latter) and noted that the proposed work in social statistics and on measurement of components of level of living should receive high priority within the resources available.

### **Commission on Narcotic Drugs**

The United Nations Commission on Narcotic Drugs, in April-May 1954, held its annual review of the world narcotics situation including the trade in, and production and consumption of, addiction-producing drugs and the implementation of international narcotics control conventions.<sup>1</sup> The ninth regular session of the 15-member Commission, which met in New York, recommended that the manufacture, import and export of heroin, one of the most dangerous narcotic drugs, be prohibited except for small quantities necessary for scientific purposes. The Commission favoured the prohibition of those synthetic drugs which have no therapeutic advantages over natural drugs. In the struggle against drug addiction, the Commission stressed the humanitarian aspect of the problem and expressed itself in favour of the cure, treatment, and rehabilitation of drug addicts at authorized institutions. The Commission continued its study of a proposed single convention on narcotic drugs ultimately to replace the eight existing multilateral agreements, and also examined the problem of coca leaf chewing. In considering the question of illicit traffic, the Commission expressed the view that illicit trade in drugs could not be combated successfully by national governments alone and that international co-operation was necessary by adoption of the practice of direct communication between national narcotics enforcement authorities. Canada was appointed to the special committee on seizures set up to examine illicit drug traffic and seizure reports submitted by governments.

### **Regional Economic Commissions**

There are three Regional Economic Commissions: the Economic Commission for Europe, the Economic Commission for Latin America, and the Economic Commission for Asia and the Far East.<sup>2</sup>

<sup>1</sup>See *Canada and the United Nations 1952-53*, p. 52.

<sup>2</sup>See *Canada and the United Nations 1952-53*, pp. 55-56.



UNITED NATIONS

Major-General E. L. M. Burns of Canada, the newly appointed Chief of Staff of the United Nations Truce Supervision Organization in Palestine, talking with Mr. Dag Hammarskjöld, the Secretary-General of the United Nations.





The ECE is composed of representatives of European states, both members and non-members of the United Nations, and the United States. Canada is not a member, but has been represented by an observer at meetings of the Timber and Steel Committees, and follows the annual meetings of the Commission.

The U.S.S.R. and other East European countries have recently shown an increased willingness to co-operate in the work of the Commission. The ninth session (March 9-25, 1954) was generally considered to be the most successful yet held, the discussions on East-West trade underlining the importance attached by all representatives to the expansion of trade among the countries of Europe. Further talks between trade experts were arranged and took place at Geneva during April. The Commission also approved a proposal that similar trade consultations might be held between members of ECE and the other two regional commissions.

The Economic Commission for Latin America is composed of the 20 Latin American states which are members of the United Nations, and also France, the Netherlands, the United Kingdom and the United States. Full sessions are usually held every two years to review generally the regional economic situation. In alternate years there is a meeting of the Committee of the Whole to examine and approve the work programme and to consider current problems. In February 1954, at a meeting of the Committee of the Whole in Santiago, Chile, many members expressed concern about the declining prices of raw material; the possibility of a recession in the United States; the worsening of the terms of trade for the area; and the lack of investment capital for industrialization. Canada is not a member of the Commission but, in view of its substantial trade with the area, has followed the activities of the Commission with interest.

In February 1954 representatives from 15 member and 9 associate member states met at Kandy, Ceylon, for the tenth session of the Economic Commission for Asia and the Far East. Although not formally associated with the Commission, Canada was represented by an observer. The Soviet Representative for the first time participated actively in the discussions. A study jointly prepared for release by ECAFE, ECE and the Food and Agriculture Organization on trade between Asia and Europe was one of the topics discussed and a Soviet offer to provide technical assistance to the governments in the region and to consider concluding long-term trade agreements with them was recorded. The Commission has continued to provide various advisory services to help the United Nations Technical Assistance Administration and the Specialized Agencies to further their technical assistance programmes in the region. In March 1954, the Commission joined with the UNTAA, the International Institute of Administrative Sciences and the Government of Burma in sponsoring a seminar on the organization and administration of public enterprises. Relevant information on Canadian organizations was forwarded to the seminar and Canadian experts were invited to attend the meeting.

## IV SPECIALIZED AGENCIES

### Introduction

There are ten Specialized Agencies or inter-governmental organizations, affiliated with the United Nations, through which the actual day-to-day work of international co-operation in the economic, social and technical fields is principally carried out, and the pooling and fruitful exchange of experience and modern techniques in such matters is made possible.

Of the ten Specialized Agencies now functioning some, like the Universal Postal Union and the International Labour Organization, continue in a tradition already well established, while others, such as the International Bank for Reconstruction and Development and the United Nations Scientific, Educational and Cultural Organization are largely new departures, and still others, the World Health Organization and the International Telecommunication Union for example, which are the modern successors of old-established organizations, represent a considerable expansion of international concern in their special fields. All the Specialized Agencies, however, have signed individual agreements with the United Nations, which provide for reciprocity and co-ordination of effort and by which each Agency agrees to consider any recommendation made to it by the United Nations and to report on the action taken. Each Agency also reports annually to the Economic and Social Council on its year's work, thus affording an opportunity for comment and recommendation. There is an Administrative Committee on Co-ordination established by ECOSOC, which brings together the Secretary-General and the executive heads of the Specialized Agencies in order to ensure as far as possible that the individual activities of the Agencies complement one another and do not overlap. The greater part of the actual implementation of the Expanded Programme of Technical Assistance falls upon the Agencies, to which programme funds are of course allocated for this purpose. This is in addition to the technical assistance to under-developed countries which is carried out by the Agencies with funds from their own regular budgets.

During the year, the countries of the Soviet bloc have applied for or renewed membership in certain Agencies. This represents a reversal of communist policy, which in recent recent years has been extremely critical of the Specialized Agencies, but it is as yet too early to say what the purpose or effect of the change may be.

The work of the Specialized Agencies is complex and extensive, covering a vast field of technical and semi-technical activities, for the details of which it is necessary to consult the numerous reports, special studies and monographs prepared by the Agencies themselves. The following pages attempt only to give an outline of the constitution and purposes of each Agency and a summary of its most important work during the past 12 months.

## Universal Postal Union

The Universal Postal Union came into existence in 1874 and is one of the oldest international organizations. Over the years it has arranged innumerable international agreements for the rapid and efficient transmission of mail throughout the world and has made important contributions to the improvement of national postal services. Many under-developed countries have in recent years sought the assistance of the UPU in setting up or extending their postal services.<sup>1</sup>

There are now 94 member countries of the Universal Postal Union. They meet usually at intervals of five years at Universal Postal Congresses to re-examine and revise, if necessary, the various international agreements for postal co-operation and to discuss other aspects of the work of the organization. The thirteenth Universal Postal Congress held at Brussels in 1952 produced a revised Universal Postal Convention and seven supplementary Agreements, which have been ratified by, and are in force for, many of the members, including Canada. The fourteenth Universal Postal Congress will be held at Ottawa in 1957.

The permanent organ of the UPU is the International Bureau in Berne, which has an annual budget for ordinary expenditure set by the Universal Postal Congress at a maximum of about 1,857,000 Swiss francs. The Bureau acts as a clearing house for the accounts of member nations relating to the international exchange of postal services, circulates information among the member countries, conducts inquiries on technical matters, and co-operates as required with the United Nations and other Specialized Agencies. The International Bureau is also entrusted with the task of giving opinions on disputes between members, but in the year under review there were no disputes submitted to it. There is also an Executive and Liaison Committee composed of 20 member countries elected by the Universal Postal Congress to meet annually and ensure continuity of work of the UPU between Congresses. Canada is not at present a member of this Committee.

## International Labour Organization

The International Labour Organization came into existence in 1919 and was at that time associated with the League of Nations. In 1946 it entered into association with the United Nations as one of the Specialized Agencies. The ILO has among its objectives the furtherance among the nations of full employment and the raising of standards of living; just policies of wages, hours and conditions of work; recognition of the right of collective bargaining; extension of social security; and equality of educational and vocational opportunity.<sup>2</sup>

The constitution of the ILO contains unique provisions for "tripartite" participation in all its organs by representatives of

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 71-72.

<sup>2</sup>See *Canada and the United Nations 1953-53*, pp. 66-68.



governments, employers and work people from the member states. The General Conference, which usually meets once a year, is the policy-making body, and the Governing Body of 40 members, which usually meets three times a year, is the executive organ. Canada occupies one of the ten seats on the Governing Body reserved for the governments of the ten "states of chief industrial importance". The International Labour Office in Geneva is the permanent secretariat of the ILO.

The ILO's chief method of setting standards for conditions of work throughout the world is the adoption of Conventions and Recommendations. Member states which ratify an ILO Convention are obliged to bring their labour standards into line with its provisions. Recommendations do not require to be ratified but governments are obliged to bring them to the attention of the appropriate authorities.

The 37th General Conference of the ILO, which met at Geneva in June of 1954, adopted a Recommendation, the 98th since the Organization began, on Holidays with Pay. The Canadian Government and worker delegates voted for it and the Canadian employer delegate against. No new Conventions were adopted in the past year, but the 37th Conference carried out its usual function of reviewing the annual reports that governments are required to submit on the way they are applying the existing Conventions. There are now 103 ILO Conventions in existence, of which Canada has ratified 18.

The 37th Conference decided to initiate studies on the possibility of action on a reduction in working hours. Three other questions were given preliminary discussion and referred to next year's Conference for possible adoption of Recommendations. They were on vocational rehabilitation of the disabled, penal sanctions for breaches of contract of employment and the conditions of migrant workers in under-developed countries.

There was a general discussion at the 37th Conference on Technical Assistance, based on a report by the Director-General on the ILO's work in this field. The ILO has played an increasingly important role in recent years in assisting under-developed countries in such matters as vocational training, industrial relations and social security.

One of the most important developments in the ILO in the past year was the revival of membership by the countries of the Soviet bloc. The U.S.S.R., which was a member of the ILO in the 1930's but did not resume membership after the Second World War, gave formal notice on April 26 that it was accepting the obligations of the ILO constitution. The constitution provides that states which are members of the United Nations have a right to membership of the ILO if they accept the obligations of such membership. Byelorussia and the Ukraine also joined within a few days of the U.S.S.R. Roumania has applied for membership but as it is neither a member of the United Nations nor a former member of the ILO its application requires the approval of a two-thirds vote of the General Conference. The application did not come to a vote at the 37th Conference. Hungary and Bulgaria, which have been inactive members in recent

years, sent delegations to the 37th Conference but are required to settle their arrears of contributions before they can be accorded voting rights. Poland and Czechoslovakia are continuing members of the ILO.

At the 37th Conference a number of worker and employer delegates from Western countries objected to the seating of their counterparts from communist countries. It was argued that the employer delegates from the U.S.S.R. and other communist countries were in fact government officials and that it was against the constitution and principles of the ILO to seat them as employers. It was also contended that the worker delegates from these countries did not belong to organizations of work people enjoying the free right of association which is a fundamental premise of the ILO.

On the recommendation of the Credentials Committee, which examined the question thoroughly, the Conference rejected the protests and decided to seat the Soviet bloc employer and worker delegates. In essence, the majority view was that there was nothing in the ILO constitution to prevent acceptance of the communist delegates. The vote on the Soviet bloc employer delegates was 105 for acceptance, 79 against and 26 abstentions. The Canadian worker and employer representatives voted against seating the Soviet delegates. On the Soviet worker delegates the vote was 93 for seating them, 83 against and 30 abstentions. The Canadian workers and employers voted against. The Canadian Government delegates abstained from voting in both cases.

The list of the states of chief industrial importance, which are allocated non-elective seats on the Governing Body of the ILO, was revised in May of this year. The number of these seats had just been raised from eight to ten by a constitutional amendment. In accordance with the report of a Committee of Experts, which examined the relevant statistics of national income, working population, etc., these seats were allocated to: the United States, the U.S.S.R., the United Kingdom, France, India, China, Federal Republic of Germany, Canada, Italy and Japan. The U.S.S.R., Germany and Japan are new to the list. Brazil, formerly on the list, lost its place on the Governing Body by this revision.

The ILO has eight Industrial Committees, of all of which Canada is a member, which examine the problems of particular industries and report to the Governing Body. In the year under review three of them met. The Building, Civil Engineering and Public Works Committee discussed productivity in the building industry and the guaranteed annual wage at its meeting in November 1953. The Inland Transport Committee, which met in February 1954, examined conditions of employment in road transport and welfare facilities for dock workers. The Coal Mines Committee met in December 1953 and discussed, among other subjects, productivity in coal mines, welfare facilities and the training of young workers.

## International Telecommunication Union

The International Telecommunication Union, which was organized in its present form by the Atlantic City Convention of October 2, 1947, is the direct successor of the various international bodies which have been concerned since 1865 with the regulation of telegraph, telephone and radio services throughout the world. Its purpose is to maintain and extend international co-operation in the improvement and rational use of telecommunications; to promote the development and efficient operation of technical facilities; to allocate the radio frequency spectrum and register radio frequency assignments with a view to avoiding harmful interference between the radio stations of different countries; to encourage the establishment of as low rates for telecommunications service as possible; and to promote the adoption of measures for ensuring the safety of life through the co-operation of such services.

The supreme body of the Union is the Plenipotentiary Conference, which meets once every five years for the purpose, among other things, of studying the report of the Administrative Council on the activities of the Union, electing members of the Council for the next five years, establishing the limitations of expenditures, and considering whether any revision of the Convention of the Union is necessary. The last Plenipotentiary Conference, at which 90 countries and territories were represented,<sup>1</sup> was held in Buenos Aires in 1952, and carried out an extensive revision of the Atlantic City Convention. The Buenos Aires Convention came into force on January 1, 1954 for those countries ratifying it. Canada ratified the Convention on June 23, 1954.<sup>2</sup>

Between Conferences the affairs of the Union are supervised by the Administrative Council, which meets annually. Canada has been represented on the Council since 1947, and at the last meeting at Geneva in May 1954, Mr. C. J. Acton, the Representative of Canada, was unanimously elected Chairman of the Administrative Council until the 1955 session. Subordinate to the Council are the Secretariat and the International Frequency Registration Board, both of which are permanently established at Geneva, and three International Consultative Committees on Telegraph, Telephone and Radio, which meet usually every three years.

No general international conferences have been held within the last 12 months, but the International Frequency Registration Board and the three Consultative Committees have all been active. Substantial progress has been made in the application of the Extraordinary Administrative Radio Conference Agreement of 1952, particularly in the adoption of the technical examination and recording procedure laid down and in implementation of the plan for the Aeronautical Mobile and Maritime Mobile Services. As a result a large number of assignments have been brought into the appropriate bands and an important step taken towards the implementation of the Atlantic City Table of Frequency Allocations. The

<sup>1</sup>According to the ITU method of listing, which differs somewhat from that of the United Nations.

<sup>2</sup>See *Canada and the United Nations 1952-53*, pp. 63-69.



International Telegraph Consultative Committee met May 26 - June 13, 1953 and issued a large number of recommendations intended to improve and standardize international telegraphic communications. Study groups of the International Telephone Consultative Committee considered numerous technical, operational and tariff questions and prepared a draft plan for long distance lines to link the Middle East and Southern Asia to Europe and the Mediterranean basin. The International Radio Consultative Committee met September - October 1953 and adopted 58 recommendations, 22 reports and 10 resolutions submitted by study groups. Agreement was reached on the standardization of sound recording systems and on an international alarm signal to be used on the radiotelephony distress frequency by small ships.

During 1953 technical assistance missions were either in operation or under consideration in 15 countries and 11 fellows coming from 7 different countries were in training abroad. Two Canadian radio experts took up their duties in Ethiopia in January and February 1954.

## World Meteorological Organization

The International Meteorological Organization, which was founded in 1878, was composed of the directors of the meteorological services of a number of countries, including Canada. It has become increasingly important in aviation, shipping, agriculture and other fields to have accurate and readily available meteorological data, and in 1947 the Conference of Directors of the International Meteorological Organization met in Washington to draw up a convention establishing the World Meteorological Organization which was to be an inter-governmental organization with broad powers and responsibilities. The convention came into effect on March 23, 1950, having been signed and ratified by 30 countries. Canada was an original signatory and ratified on July 12, 1950. The purposes of the Organization are to facilitate co-operation among various meteorological services; to promote the establishment and maintenance of systems for the rapid exchange of weather information; to promote standardization of meteorological observations and to ensure the uniform publication of observations and statistics; to further the application of meteorology in such fields as aviation, shipping and agriculture; and to encourage and assist in co-ordinating the international aspects of research and training in meteorology.<sup>1</sup>

The policy-making body of WMO is the Congress, on which every member is represented and which meets every four years, the first meeting having been held in Paris in March 1951. There are six regional associations, whose primary activity is to promote the execution of the resolutions of the Congress and Executive Committee in their respective regions, and eight technical commissions of experts. The Executive Committee is responsible for carrying out the directives of the Congress and is composed of the presidents of the regional associations (elected by the associations) and an

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 74-75.

equal number of directors of national meteorological services in addition to the President and two Vice-Presidents of the Organization (elected by the Congress). There is also a Secretary-General and permanent secretariat. Dr. Andrew Thompson of the Canadian Meteorological Service is President of Regional Association IV. Membership has grown steadily and now comprises 58 states and 24 territories which maintain their own weather services.

During 1953, six of the technical commissions and three of the regional associations held their first meetings. Regional Association IV (North and Central America) met in Toronto August 4-7, 1953. The Commission for Instruments and Methods of Observation and the Commission for Aerology also met in Toronto August 10-September 5. The Commission for Aeronautical Meteorology held its first session in Montreal in June 1954, during which joint work was done with the meteorological division of the International Civil Aviation Organization. Some of the technical projects at present being worked upon by WMO are the preparation of an international cloud atlas and world maps of thunderstorm activity; studies of the sources and utilization of wind energy; a study of aircraft icing; the designation of a panel of experts and programme of studies for the project of arid zone research and development now being carried out co-operatively by a number of Specialized Agencies; and preparation of a meteorological programme for the International Geophysical Year to be held in 1957-58, when many international organizations will co-ordinate their scientific studies and observations. The various technical commissions have set up working groups and initiated study projects in a list of topics too numerous to give here.

Under the WMO technical assistance programme for 1953, 9 experts were sent to a total of 8 receiving countries and 9 fellows and scholars were given training. In 1954, if tentative plans are fully carried out, 14 experts will be sent to a total of 12 countries and 7 fellows and scholars will receive training.

## **Food and Agriculture Organization**

Plans for the establishment of the Food and Agriculture Organization were first developed at the United Nations Conference on Food and Agriculture held in May 1953 at Hot Springs, Virginia. An interim commission drew up the constitution and the organization actually came into being when 42 nations, including Canada, signed this constitution during the first session of the Conference held in Quebec City in October 1945. The work of FAO falls into two main categories. One is to maintain an intelligence service of technical and economic information. The other is to assist in the formulation and carrying out by governments of action aimed at the improvement of methods of production, distribution and consumption of products of agriculture, fisheries and forestry.<sup>1</sup>

The policy-making body of FAO is the Conference, which now normally meets every other year and in which each member has one

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 59-60.

vote. The Director-General, who is elected by the Conference, is the chief executive officer of the Organization. The Council of FAO is also elected by the Conference. Since the seventh session it has had 24 members and an independent chairman, chosen for their personal qualifications and in order to give a balanced representation of the different agricultural economies of the world. The Council meets twice a year and frames policy and directs the work of the Organization between meetings of the Conference. There are various special committees and panels of experts to advise on technical and administrative matters. There are at present 71 nations members of FAO.

The seventh session of the Conference, which met in Rome November 23 - December 11, 1953, elected Dr. P. V. Cardon of the United States as Director-General to succeed Mr. Norris E. Dodd, also of the United States. Professor Josué De Castro of Brazil was re-elected as independent chairman of the Council, and Dr. G. S. H. Barton, formerly Canadian Deputy Minister of Agriculture, was re-elected for a further three-year term as member. Canada was re-elected to the Committee on Commodity Problems.

For the first time since 1939, aggregate world agricultural production in 1952-53 caught up with the growth in world population.<sup>2</sup> This development was a result of favourable weather conditions in most countries, aided to a considerable extent by expansion in production and technological improvements in some areas. Although production in 1952-53 was 23 per cent higher than before the war, the rate of progress has been very uneven among the different regions of the world. Nearly one-half of the increase since 1934-38 occurred in North America which contains only seven per cent of the world population but now accounts for more than 20 per cent of its agricultural production. On the other hand, production in the Far East is still little above its pre-war level; this region, with about half the world's population, provides little more than one-quarter of its agricultural output. In other under-developed regions, however, production is beginning to move ahead of population; export supplies of grain have increased in some areas of Latin America and are also expanded in the Near East. At the same time the recovery of production in Europe has reduced its requirements of imported foodstuffs. These developments coupled with an exceptionally good harvest in North America have led to the accumulation of stocks of food in the dollar areas. In discussing this report of increased production, the Conference recorded its conviction that the present situation requires a change of emphasis in policy for the immediate future. First, the former emphasis on general expansion of food production, vital in the post-war crisis, must give way to a more selective approach. Production must be increased in the areas of greatest need, and in the commodities for which expanded consumption is needed and for which effective demand can be developed. Second, measures are needed to enable consumers to buy more of the foods now abundant. Regarding the question of present agricultural surpluses, two main ideas found general acceptance; first that a solution to the problem should be sought in an effort to increase consumption rather than by measures to restrict supply; and second,

<sup>2</sup>See *The State of Food and Agriculture 1953*, Part I, published by FAO.



that measures taken by countries having surpluses to dispose of should be framed with due regard to the interests of other countries. As a result of its debate the Conference requested the Committee on Commodity Problems to establish a Working Party to study the problem of the disposal of agricultural surpluses.

The Working Party, which included Representatives of Argentina, Egypt, France, India, the Netherlands, New Zealand, the United Kingdom and the United States, met in Washington during the early part of 1954. Its Report discussed a number of special measures which might be employed for the temporary disposal of surpluses, but drew attention to the importance of price adjustments as a means of clearing the market and bringing about necessary changes in production. It also suggested that the Committee on Commodity Problems might establish a Consultative Sub-Committee on Surplus Disposal. This Sub-Committee would help the Committee on Commodity Problems in considering means of giving assistance to member nations in the development of suitable means of surplus disposal and of promoting the observance of the principles recommended by the Conference, in order to avoid harmful interference with normal patterns of production and international trade. The Working Party concluded that the basic long-term solution of the surplus problem was to be found first in "higher levels of consumption through increased incomes, particularly in the less developed areas", second in "increased demand resulting from the growth of population", and third in "adjustments of production through selective expansion and the adaptation of farm production to changing needs".

The seventh session of the Conference, in addition to discussing the general question of world food production and marketing problems, reviewed the entire range of FAO's work in agriculture, nutrition, forestry and fisheries for 1952-53 and approved the programmes and budgets for 1954 and 1955.<sup>3</sup>

Technical assistance, under both the regular budget and the Expanded Programme, continued to be one of the major activities of FAO. Indeed, the Director-General in his report to the Conference, stated that "What ... made it possible for the Organization to fill the role originally envisaged was the inauguration of the Technical Assistance Program in 1949. This has provided the spearhead of FAO's action work and enabled it to apply to the problems of individual countries the experience gained from collecting and disseminating information, in making forward appraisals, in organizing intergovernmental action and bringing modern scientific knowledge to the producer on the land." Steps were taken during 1953-54 to bring about the consolidation and intensification of existing activities. The quality of the assistance provided was improved as a result of accumulated experience and the gradual shift from preliminary investigation and initial planning to participation in operational undertakings. Increased emphasis was put on the training of the nationals of the countries receiving assistance, through training centres and by the provision of fellowships. During 1953 there were 624 technical experts, recruited from 54 different coun-

<sup>3</sup>For a general account of the work of FAO, see *External Affairs*, Monthly Bulletin of the Department of External Affairs, July 1954, pp. 230-34.

tries, who were engaged in projects in 52 countries or regions; 469 fellowships were awarded to citizens of 40 countries for training in 44 different nations. In the years 1952-53 a total of 27 Canadians were serving in the field on FAO missions, mostly in agriculture.

## World Health Organization

The World Health Organization came into existence in 1948. Its objective is defined as "the attainment by all peoples of the highest possible level of health". From the beginning Canada has been a member and an active supporter of the Organization.<sup>1</sup>

The supreme authority of WHO is the World Health Assembly which meets annually to enable the 81 member states to review the work of the Organization and determine its policies. The Executive Board, which usually meets twice a year, is composed of 18 persons chosen for their technical competence in the field of health. Canada is one of the countries entitled to designate a member of the Executive Board and the present Canadian member is Dr. P. E. Moore of the Department of National Health and Welfare. WHO has adopted a policy of decentralization under which there have been created six Regional Committees each concerned with health problems in a particular geographical area.

In his report presented to the Seventh World Health Assembly, which met at Geneva in May 1954, the Director-General of WHO said that the year 1953 must be viewed as still part of the early history of the World Health Organization and hence as a year of growth, adjustment and consolidation. He went on to describe in detail the current activities of the Organization.

WHO is now assisting with malaria control in approximately 20 countries. It also has numerous projects for the control of treponematoses and venereal infections, tuberculosis, and other communicable diseases. The African Regional Office, for example, is conducting a survey of the southern limits of yellow fever in order to plan effective international control of this disease.

The strengthening of national health administrations is a fundamental objective of WHO's assistance to governments. Another major concern is the education and training of health workers. An example of current projects in this field is the assistance being given to the Government of Bolivia to strengthen the Bolivian National School of Nursing.

In addition to the projects financed from its own budget, WHO undertakes health programmes in various countries as part of the United Nations Expanded Programme of Technical Assistance; and it provides technical personnel to carry out other health projects financed by the United Nations Children's Fund.

Under a special arrangement, WHO plans and directs the health work of the United Nations Relief and Works Agency for Palestine Refugees. This work was continued in the year under review, with some 81 clinics serving the refugees.

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 72-74.

By October 1953 the new International Sanitary Regulations drawn up by WHO, which consolidated and revised the earlier international conventions intended to prevent the spreading from country to country of communicable diseases such as bubonic plague, smallpox and others, had been in operation for one year and the regulations are now being applied by nearly all members of WHO in a spirit of mutual co-operation. An important complement to the International Sanitary Regulations is the work which WHO does in collecting and disseminating to its members information on occurrences of dangerous communicable diseases.

WHO has under way a programme to establish new international standards for therapeutic, prophylactic and diagnostic agents. An example of this "biological standardization" was the establishment in 1953 of an international standard for aureomycin.

The budget for 1955 proposed by the Director-General of WHO, and submitted to the Seventh World Health Assembly for approval, amounted to \$10,300,000. As this would be an increase of approximately 20 per cent over the 1954 figure of \$8,500,000, a number of member states felt that they could not approve it. At the Assembly, therefore, the budget ceiling was discussed at some length. In the end, a compromise figure of \$9,500,000, for which the Canadian Delegation voted, was adopted.

Another financial matter on which there was considerable debate at the Seventh World Health Assembly was the scale of contributions of member states to the Organization. Some members urged that the United Nations scale of contributions be adopted by WHO. It was also proposed that WHO omit from the calculation of assessments the states of the Soviet bloc, which are inactive members and do not, in fact, contribute. The Assembly decided that the United Nations scale of assessments should be adopted over a three-year period and that the Eighth World Health Assembly should consider methods of assessing active members only, in 1956 and subsequent years. The Canadian Delegation supported these proposals and also voted for a resolution inviting the inactive members to resume participation.

At each World Health Assembly a period is set aside for technical discussions, which afford a valuable opportunity for the exchange of information and views among the experts of member countries. This year the topic chosen for discussion was "public health problems in rural areas".

## **United Nations Educational, Scientific and Cultural Organization**

The constitution of the United Nations Educational, Scientific and Cultural Organization was drawn up by a special conference called by the Governments of the United Kingdom and France in 1945. The Organization came into being on November 4, 1946, when 20 acceptances of the constitution had been deposited. Canada deposited its acceptance on September 6, 1946. The purpose of UNESCO, as stated in its constitution, is "to contribute to peace



and security by promoting collaboration among the nations through education, science and culture...".

The policy-making body of UNESCO is the General Conference, which is now to meet biennially, and is composed of representatives of all member states. There is an Executive Board of 20 individuals elected for four-year terms by the delegates to the General Conference from among themselves. The chief administrative officer is the Director-General, appointed by the General Conference on the nomination of the Executive Board. The U.S.S.R. deposited an instrument of acceptance of the UNESCO constitution on April 21, 1954, thus becoming the seventieth member of the Organization, and the same day sent representatives to the UNESCO-sponsored Conference on the Protection of Cultural Property in the Event of Armed Conflict which met at The Hague. Byelorussia and the Ukraine deposited acceptances on June 28. Poland, Czechoslovakia and Hungary have indicated that they intend to return to the Organization, which they had denounced as an instrument of United States propaganda when communicating their decisions to withdraw from UNESCO in 1952 and 1953. The eighth General Conference of UNESCO, which is to be held from November 12 - December 11, 1954, at Montevideo, Uruguay, will afford an opportunity to judge the meaning and effects of this change of front on the part of the Soviet bloc countries.

For several years past, there has been considerable discussion about the proper scope and magnitude of UNESCO activities, which finally led to the resignation of the Director-General, Dr. Jaime Torres-Bodet, in December 1952.<sup>1</sup> In July 1953, an extraordinary session of the General Conference chose Dr. Luther Evans of the United States as his successor. Upon his appointment Dr. Evans visited a number of member states for the purpose of improving co-operation between members and the Secretariat, and in his report to the Executive Board for 1953 said that he hoped "that from our better mutual acquaintance there will spring a programme more closely reflecting the practical wishes of the member states". The Executive Board, in examining the draft programme and budget for 1955-56, has made use of the recommendations of the Working Party on Future Programmes and Development set up at the seventh session of the General Conference, and of the comments thereon by member states and national commissions. The Board decided that while there were no grounds for departing from the basic programme of long-term purposes and methods adopted in 1950,<sup>2</sup> there should be a change in emphasis and presentation allowing, within the same type of activities, more rapid and effective handling of the needs of member states as they arose, with particular reference to the requirements of insufficiently developed regions. Recommendations for the 1955-56 programme will be discussed at the eighth session of the General Conference when it meets in November 1954.

During 1953, the UNESCO plan for the development of fundamental education throughout the world was further extended by the launching of an advanced training scheme for teachers in the

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 69-70.

<sup>2</sup>See *Canada and the United Nations 1950*, pp. 116-120.

State of Mysore with the active support of the Government of India. The European Regional Conference on mental health in children held in December 1952 has been followed up in a number of ways, including plans for opening a Research and Training Centre in Educational Psychology at Bangkok. The staff of six for the proposed institute is completing its training at the University of Toronto. The regional conference on compulsory primary education held in Bombay in December 1952 has been followed by the despatch of a number of expert missions to Southeast Asian countries and a survey of compulsory education in this area is to be published. The programme of education for living in a world community has been continued both by way of the dissemination of information about the United Nations and Specialized Agencies and by way of a series of seminars and studies intended to develop the methods and principles of such education. They have included studies of methods of teaching reading and writing, and of school textbooks, seminars on the teaching of modern languages and the use of audio-visual aids and exchanges of specialized information and advice. Canadian educational authorities have co-operated in a number of these projects.

In accordance with the terms of Resolution 318 (XI) August 14, 1950, of the Economic and Social Council, UNESCO has been doing much and varied work in the promotion and co-ordination of research in the natural and social sciences on which it will soon report to ECOSOC. In 1953, Canadians participated in the establishment of an International Advisory Committee on Scientific Research, which will meet once a year to advise the Director-General on the promotion and implementation of UNESCO's programme in the natural sciences. In December 1953, an International Social Science Council was permanently organized to mobilize the resources of all the social sciences for the joint study of the major social problems of the contemporary world. One of the principal problems under study, which will have special relevance in countries planning for rapid economic development, is that of the social implications of industrialization and urbanization.

During 1953, UNESCO sponsored an international conference on the teaching of music. Canada played a prominent part in the conference and in other phases of UNESCO's cultural programme. A study of the cultural assimilation of immigrants, seminars on the role of museums in education and UNESCO's travelling exhibitions of art stimulated considerable interest in Canada. UNESCO continued its research on international exchanges of publications and the development of library services and the Public Library in New Delhi, India, which was opened as a pilot project in 1950, is now reported to be attracting about 2,000 readers daily.

In its efforts to improve the means and techniques of mass communications, UNESCO completed studies of the world daily press, cinema for children and film cataloguing. A documentation centre on school broadcasting was established and research was initiated into the use of television for educational and cultural purposes. Canadian organizations and institutions participated in most of these projects.

Much of UNESCO's work in all fields is carried out by means of grants and fellowships, exchange of persons and provision of experts. Under its ordinary programme in 1953, 71 fellowships were allocated to 46 member states and territories, and 25 fellowships, offered by the French and Netherlands Governments and various national and international private organizations, were sponsored. Under the Expanded Programme of Technical Assistance, 75 fellowships were awarded to 20 countries. Fourteen UNESCO trainees came to Canada in 1953 and a number of Canadian educational and scientific experts were made available for UNESCO technical assistance missions.

## International Civil Aviation Organization

The International Civil Aviation Organization, which came into existence as a permanent body in April 1947, when the convention establishing it had been signed and ratified by 26 states, has as its general objectives the development of the principles and techniques of international air navigation and the encouragement of the planning and development of international air transport in such a way as to promote safety, efficiency, economy and the orderly growth of air services. Its work thus calls for co-operation and consultation on technical matters and on questions of government policy which may spring, to a greater or lesser extent, from the operation of commercial airlines. The Organization is governed by an Assembly, composed of all members, which holds annual sessions to vote the budget and to determine general policy, and a 21-member Council selected by the Assembly which meets as necessary in Montreal (the present site of headquarters) to carry out the directives of the Assembly, elect the Secretary-General and administer finances. Canada has been represented on the Council since 1945. The Council is assisted by an Air Navigation Commission and four committees. The membership of ICAO is continuing to grow, and with the accession of Japan and the re-accession of China to the Convention, has now reached a total of 63.<sup>1</sup>

The Eighth ICAO Assembly was held in Montreal from June 1 to 14, 1954. Although its agenda was more limited than those handled by the major Assemblies held elsewhere than Montreal in every third year, it nevertheless dealt with several important administrative matters. Agreement was reached on two amendments to the Convention which, when ratified by 42 member states, will enable Assemblies to be held less frequently than every year, and will permit the Organization's permanent headquarters to be moved from Montreal if at least three-fifths of the member states so decide at an Assembly.

In the economic field, the principal matter of interest in the past 12 months was the Conference on Co-ordination of Air Transport in Europe which was convened by ICAO at the suggestion of the Committee of Ministers of the Council of Europe and met at Strasbourg April 21 - May 8, 1954. Representatives of 17 European

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 65-66.



states attended and 10 non-European members of ICAO, including Canada and the United States, sent observers. The Conference made 29 recommendations, addressed to the European states which had been invited to the Conference and to ICAO, and submitted its report to the ICAO Council, which will now study it in detail. The main recommendations in the economic field propose action in two stages. In the first, European governments are urged to give European airlines greater freedom to plan European services on a co-operative basis, to remove restrictions on "Fifth Freedom" traffic<sup>1</sup> with respect to air freight services, and to give substantial freedom to non-scheduled operations not competing with scheduled air services. In the second stage, it is proposed that European states develop multilateral agreements for both scheduled and non-scheduled air services, and ICAO is asked to prepare drafts of such agreements. Twelve recommendations concerned the facilitating of air traffic by the simplification of various administrative and border procedures; others urged accelerated development in regional air navigation services. In order to put the work of the Conference on a continuing basis, it was recommended that a European Civil Aviation Conference be established, to hold its first meeting before the end of 1955.

There were a number of technical studies carried out and meetings held during the period, including the First Air Navigation Conference, which met in Montreal February 24 - March 24, 1954, attended by 25 states, and discussed principally approach and landing problems and the relation of meteorology and other types of service to air navigation. The Second African-Indian Ocean Regional Air Navigation Meeting was held from November 17 - December 12, 1953, and did further work on the regional plan for air navigation facilities. At least two regional air navigation meetings have now been held for all areas except the North Pacific, and regional plans are approaching a substantial measure of stability. The Fourth North Atlantic Stations Conference, which met in Paris February 9-25, 1954, concluded a new North Atlantic Stations Agreement which substituted a 9-station 21-ship network for the existing 10-station 25-ship network. Canada is a party to this agreement and maintains one of the 11 ships on the North American side of the network. During the year, ICAO and the World Meteorological Organization agreed on working arrangements for the planning and provision of essential meteorological facilities for air navigation. In the development of International Standards Recommended Practices and Procedures by way of Annexes to the Chicago Convention on International Civil Aviation, it became clear that the emphasis is shifting from formulation to application and that the Organization in future will be more concerned with the implementation by states of existing Annexes than with the adoption of new material.

The Convention on Damage Caused by Foreign Aircraft to Third Parties on the Surface, was opened for signature in Rome on October 7, 1952, and has now been signed by 21 countries, including Canada, and ratified by one (Egypt).

<sup>1</sup>The privilege to take on passengers, mail and cargo destined for the territory of any other Contracting State and the privilege to put down passengers, mail and cargo coming from any such territory.

During 1953 ICAO received requests for assistance under the Expanded Programme of Technical Assistance from 15 countries, nine of which had not previously been applicants. Technical assistance missions were maintained in 15 countries and at the end of the year 75 experts were either already in the field or about to leave for duty. Assistance has taken two forms — expert advice and training either in the assisted state or abroad. The recent review of the financial procedures of the technical assistance programme, which has led to a greater allocation to the reserve fund, will mean some curtailment in ICAO's technical assistance activities during 1954. By the end of May, 64 experts were in the field, but comparatively few new fellowships had been awarded. However, a special grant from the Government of Iran will enable the ICAO mission there not only to be maintained but to be increased.

## **International Bank for Reconstruction and Development and International Monetary Fund**

### **Introduction**

The Articles of Agreement of the International Bank for Reconstruction and Development and those of the International Monetary Fund, which were drawn up at the United Nations Monetary and Financial Conference held at Bretton Woods, New Hampshire in 1944, came into force in December 1945. The principal purpose of the Bank is to facilitate the reconstruction and development of its member countries by promoting private foreign investment through guarantees of and participation in loans and other investment by private investors and where private capital is not available on reasonable terms, to make loans out of its own resources or from funds borrowed by it. The Fund is intended to provide the machinery for international collaboration and consultation on exchange and balance of payments problems which will assist in the achievement of exchange stability and the expansion and balanced growth of international trade.<sup>1</sup>

Both organizations work through similar organs, consisting of a Board of Governors (one governor and one alternate appointed by each member) a group of Executive Directors and a Managing Director (President in the case of the Bank) and staff. Voting is on a weighted scale based on the assessed quota of members in the case of the Fund and their capital stock subscriptions in the case of the Bank.

### **Membership of the Bank and the Fund**

As of June 30, 1954, the membership of the International Monetary Fund and of the International Bank for Reconstruction and Development had been increased to 56 countries with the admission of Haiti and Indonesia to each institution. In November 1953, Czechoslovakia was declared ineligible to use the resources of the Fund because of failure to furnish the minimum information

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 60-64.

necessary for the effective discharge of the Fund's duties and failure to consult satisfactorily with the Fund about the retention of its payments restrictions. By action of the Board of Governors, Czechoslovakia was suspended from the Bank as of December 31, 1953, because of failure to pay the balance of its capital subscription.

### **Canadian Representation in the Bank and the Fund**

Throughout the period, as in previous years, the Minister of Finance, Mr. D. C. Abbott, represented Canada on the Board of Governors of both the Fund and the Bank. Mr. G. F. Towers continued as Alternate Governor of the Fund, while in April 1954, Mr. A. F. W. Plumptre was appointed Canadian Alternate Governor of the Bank in succession to Mr. J. J. Deutsch. Mr. Louis Rasminsky, who was re-elected at the Seventh Annual Meeting in 1952, continued as Executive Director for Canada of both the Bank and the Fund. In May 1954, Mr. G. Neil Perry was succeeded by Mr. J. H. Warren as Canadian Alternate Executive Director for both institutions.

### **International Bank Loans**

With the admission of Haiti and Indonesia, the subscribed capital of the International Bank for Reconstruction and Development rose to \$9,148,500,000 (U.S.). In the 12-month period ending June 30, 1954, loans for development purposes were made to 16 member countries totalling the equivalent of about \$324 million, which is the highest level of Bank lending since the 1947-48 period when substantial reconstruction loans were made to European countries. In the previous 12 months there had been ten loans amounting to \$178,633,464 (U.S.). Since its inception to mid-1954, the Bank has made loans in the aggregate of \$1,874,000,000 (U.S.) after deducting \$40 million of cancellations and refunding, of which \$1,406,000,000 had been disbursed.

During the past year, the Bank's funds available for lending were increased by the 2 per cent or United States dollar portion of the capital subscriptions of new members, by the proceeds of substantial new bond issues in the United States, Switzerland and Canada, by the repayment of outstanding loans, and by further releases of the 18 per cent local currency portion of the capital subscriptions of a number of member countries.

### **Financial Activities and Resources of the Bank**

Since April 1, 1953, Belgium, Denmark, France, Germany, Italy, Luxembourg, the Netherlands, Norway, South Africa and Sweden have agreed, subject to certain restrictions, to the release for lending purposes of amounts totalling the equivalent of \$225 million from their 18 per cent local currency subscriptions to the Bank's capital. So far, Canada and the United States are the only member countries which have made the whole of their 18 per cent subscriptions freely available to the Bank for lending and re-lending.

During the period July 1, 1953 to June 30, 1954, five bond issues were floated by the International Bank: two in the United States, two in Switzerland and one in Canada. In September 1953 an issue of \$75 million, 3 per cent, 3-year United States dollar bonds was



offered in the New York market. This was followed in January 1954 by a 15-year,  $3\frac{1}{2}$  per cent issue in the amount of \$100 million. Each of the two issues offered in Switzerland — one in November 1953 and one in March 1954 — was for Swiss francs 50 million (\$11,634,671 U.S.), bearing interest at  $3\frac{1}{2}$  per cent. The first of these issues was for 15 years and the second for 18 years. The borrowing in Canada took place in June 1954. It consisted of  $3\frac{1}{2}$  per cent 15-year bonds in the amount of \$25 million (Canadian). This was the second Bank financing operation in the Canadian market, the previous issue \$15 million (Canadian), 4 per cent, 10 years, having been floated in 1952.

During the year, the Bank retired \$10,000,000 (U.S.) of its 2 per cent Serial Bonds of 1950 and Swiss francs 10 million of its  $2\frac{1}{2}$  per cent Swiss Serial Bonds of 1950. The total of Bank loan capital issues outstanding as of June 30, 1954, was equivalent to \$776,678,354, of which \$665,000,000 was denominated in United States dollars, and the remainder in Swiss francs, Canadian dollars, and sterling.

### **Technical Assistance Activities of the Bank**

In the field of technical assistance, the Bank's main contribution has been in relation to economic development and special emphasis has been placed on the despatch of general survey missions to member countries. In the year ending June 30, 1954, such missions were sent to Nigeria, Malaya, and Syria. Reports were published on earlier missions to British Guiana and Mexico. The specific recommendations of Bank missions have been followed by member governments in many instances, and in other cases mission reports have served as a framework for the planning of economic development. As in preceding years, the Bank has provided advice and help to member countries in a variety of ways, additional to assistance directly related to loan applications. During the period, Bank representatives have been stationed in Nicaragua and Panama to assist the two Governments in their development activities. At the request of the Government of Ecuador, a Bank official was sent to advise on the establishment of an organization for the planning and co-ordination of economic development. A Bank liaison office has been opened in the Middle East. The Bank's Director of Marketing has visited Pakistan and a number of Central American countries to discuss the development of a government market for bonds. Throughout the period, the Bank has worked closely with the Governments of India and Pakistan with a view to the development of an agreed programme for the use of the water supplies of the Indus river system. As of July 1, 1954, negotiations on this subject were still proceeding.

The Bank has continued to provide opportunities for trainees from member countries to work in the Bank and to become familiar with its operations and its techniques for dealing with economic development problems. In addition, special training in public finance has been provided for officials from a number of countries. The Bank has assisted Colombia, El Salvador, Ethiopia, Iraq, Nicaragua, Panama and Thailand in recruiting experts for economic development work.

## Exchange Transactions of the International Monetary Fund

During the year ending June 30, 1954, the policies and procedures of the International Monetary Fund have been further developed to provide more effective support to member countries who may be in temporary balance of payments difficulties or who may require Fund assistance in connection with the introduction or maintenance of convertibility for their currencies. The volume of currency purchases from the Fund has shown a marked increase over the previous 12 months and the variety of exchange transactions has grown considerably. Waivers have been granted for the first time under Article V to permit members to use more than their normal yearly increment of drawings from the Fund, additional stand-by credit arrangements have been approved, and the Fund has sold sterling and Deutsche marks to member countries as well as United States dollars.

In the 12 months ending June 30, 1954, the Fund's resources were drawn on by Brazil, Chile, Japan, Turkey and Mexico to the equivalent of \$225.79 million (U.S.), compared with drawings of only \$70.75 million in the preceding 12-month period. During the Fund fiscal year ending April 30, 1954, currency re-purchases totalling \$145.1 million were made by eight member countries with gold and dollars.

In December 1953, the Fund's policy on stand-by credit arrangements was reviewed and it was agreed that in special cases, for example in connection with programmes for the maintenance or achievement of currency convertibility, consideration would be given to requests for stand-bys of longer duration than the six months previously permitted. At the same time, the Fund decided that the charge of  $\frac{1}{4}$  of 1 per cent payable for stand-by arrangements might be offset against the service charge payable on drawings under such an arrangement. As of July 1, 1954, Belgium, Finland, Mexico, and Peru had entered into stand-by arrangements with the Fund for \$50 million, \$5 million, \$50 million, and \$12.5 million respectively, against which Finland had drawn its full \$5 million and Mexico \$22.5 million.

During the year, the Fund's schedule of charges on purchases of exchange was revised and simplified; charges on holdings which exceed a member's quota by not more than 50 per cent were somewhat increased, while charges on holdings in excess of this percentage were slightly reduced.

## Article XIV Consultations

Beginning in 1952, the Fund has consulted each year with member countries maintaining exchange restrictions under the transitional period arrangements provided for in Article XIV. These consultations are held to ascertain whether the balance of payments position and prospects of these countries are such as to justify the continued maintenance of exchange restrictions. As of June 30, 1954, 45 member countries were still maintaining exchange restrictions under Article XIV. However, the consultations during the preceding 12 months revealed a welcome general trend towards

the reduction of barriers preventing unrestricted payments for current transactions. In respect of a number of countries, the Fund during its consultations concluded that the position was such that a further relaxation of exchange restrictions would be feasible. In other cases the Fund urged the reduction of multiple currency practices and discriminatory currency arrangements.

### **Other Consultations with Member Governments**

The International Monetary Fund has continued to consult with certain member countries on the subject of retention quotas and similar practices under which exporters are allowed to retain part of their foreign exchange earnings or obtain special import rights when surrendering such earnings. A number of countries have taken measures to eliminate these practices and in general they present a less acute problem than in earlier periods.

During the year, initial par values were agreed with the Fund for the currencies of Burma, the Hashemite Kingdom of Jordan, and Haiti. Changes in par values were made with the agreement of the Fund by Chile, Paraguay, and Mexico. In June 1953, Czechoslovakia changed the par value of its currency without consulting the Fund and without its concurrence, maintaining that under the provisions of Article IV, Section 5 (e), a member may do so if the change does not affect the international transactions of Fund members. This question was considered by the Fund's Executive Board which concluded that the change of par value did not come under this provision of the Articles of Agreement.

During the 12 months ending June 30, 1954, apart from changes effected during Article XIV consultations, Brazil, Chile, China, Colombia, Iceland, Iran, the Philippines, Thailand, and Yugoslavia have consulted the Fund about various modifications in their exchange systems. In June 1954, the Fund considered a Philippine proposal for the introduction of uniform gold production subsidies for three categories of mines. The arrangement proposed by the Philippines was considered not to be inconsistent with the objectives of the Fund's 1947 policy statement on gold subsidies.



## V DEPENDENT TERRITORIES

### Introduction

The United Nations Charter contains three Chapters (XI to XIII) designed to promote the well-being of two different categories of dependent territories. There are 11 "trust territories", which are the subject of trusteeship agreements between the individual administering authorities and the United Nations, and more than 60 other territories, administered by members of the United Nations, which have not yet attained full self-government and are the subject of a Declaration concerning Non-self-governing Territories contained in Chapter XI of the Charter.

The member nations administering non-self-governing territories recognize that the interests of the inhabitants of these territories are paramount; and accept as a "sacred trust" the obligation to promote their well being. To this end, they assumed the obligations, among others, to develop self-government and to submit reports on economic, social and educational conditions in their territories to the United Nations. The Charter did not set up a special body to deal with these reports, but the General Assembly has appointed a Committee on Information from Non-self-governing Territories which analyzes the information submitted and makes suggestions for improvements in the various fields covered.<sup>1</sup>

The international trusteeship system is established by Chapter XII of the Charter for the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements. Chapter XIII of the Charter establishes the Trusteeship Council, a principal organ of the United Nations, to supervise these agreements under the authority of the General Assembly, which approves them initially. The Council is composed of an equal balance of administering and non-administering members of the United Nations. Its main functions are to guide the administering authorities in making their reports, to consider the reports, to examine petitions from the native inhabitants and to send periodic visiting missions to the territories.

The Fourth or Trusteeship Committee of the General Assembly discusses questions relating to dependent territories in general, considers the reports of the Trusteeship Council and other items relating to trust territories, and also deals with the reports of the Committee on Information from Non-self-governing Territories.

Debates at the General Assembly have revealed a marked difference of opinion between the administering powers, who believe that they are fulfilling their obligations under the Charter in the manner best suited to present conditions, and the non-administering powers, many of whom have recent memories of being dependent

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 76-83.

peoples themselves. The latter have been anxious to hasten the achievement of independence for other peoples and have tended to emphasize the supremacy of the General Assembly over the Trusteeship Council, where there is equal representation between administering and non-administering states. They have also tried to have the Committee on Information from Non-self-governing Territories exercise functions like those of the Trusteeship Council, thus suggesting that the Assembly and the Committee have the power to examine and discuss political conditions in the non-self-governing territories. Canada and some other countries have tried to reconcile these differing approaches. It is the Canadian view that the Charter distinction between non-self-governing territories and trust territories should be preserved and that the Assembly, which decides broad policy, should leave reasonable freedom in matters of detail to the Trusteeship Council.

## **Non-Self-Governing Territories**

### **Report of the Committee on Information**

At the eighth session of the General Assembly the Committee on Information from Non-self-governing Territories reported both on a study it had made of educational developments in dependent territories, with particular reference to equality of opportunity for all racial, religious and cultural groups, and on other information transmitted by the administering states. It also, in accordance with a request made by the seventh session of the Assembly, made recommendations regarding the participation of non-self-governing territories in its work. The Assembly adopted unanimously a resolution approving the Committee's report on educational conditions and inviting the Secretary-General to communicate it to members of the United Nations who have administering responsibilities.

A resolution proposed by the Committee which invited the administering states of territories, the inhabitants of which had attained a large measure of responsibility for economic, social and educational policies, to attach to their delegations to the Committee indigenous representatives, specially qualified to speak on these matters, was adopted by 43 in favour, 8 against and 7 abstentions. Canada voted for the resolution as a whole because it was reasonable and comprehensive but had voted against an amendment which was adopted requesting the Committee on Information to study means of securing a progressive increase in the participation of these representatives in its work. The Canadian Delegation believed that the original proposals suggested by the Committee probably represented the maximum formula which the administering authorities could be expected to accept without undermining the principle of unity of representation in each delegation. A United Kingdom resolution urging members of the Committee on Information, more particularly the non-administering members, to include on their delegations persons specially qualified in the functional fields within the Committee's purview, was adopted by a vote of 48 in favour (including Canada) and 8 abstentions.

Canada voted against another resolution adopted which recommended that the Secretary-General consider the desirability of increasing the recruitment of suitably qualified inhabitants from non-self-governing territories for the Secretariat. The Secretary-General had made it known that in his view the resolution amounted to a curtailment of his discretion in selecting a staff of qualified and suitable people.

### **Factors which Determine a Territory's Status**

The failure of the Charter to indicate what is meant by a "full measure of self-government", or how and by whom a non-self-governing territory is to be identified has led the General Assembly to call for a thorough study of the factors which will have to be taken into account in deciding whether a territory has or has not attained "a full measure of self-government". The seventh session of the Assembly considered a list of factors submitted by an *Ad Hoc* Committee, and requested a new *Ad Hoc* Committee to report again to the eighth session. This second attempt was approved with a number of modifications by the Assembly, which recommended that it be used as a guide both by the General Assembly and by the administering powers. The vote on the final version of the list was 32 in favour, 19 against (including Canada) and 6 abstentions. The Canadian Delegation voted against the resolution because it considered that the list of factors had been altered without adequate study, and that in its final form the resolution contained unacceptable statements regarding the basic question of where the responsibility of determining when a territory is no longer self-governing should rest.

### **The Cessation of Transmission of Information**

During the early days of the United Nations the administering states voluntarily submitted a list of their territories which they considered came under Chapter XI of the Charter and on which they therefore agreed to transmit information. Some time ago, however, the stage was reached when certain administering states ceased to transmit information, on the grounds that the territories concerned had ceased to be non-self-governing, at least as concerned those fields on which information was to be transmitted, namely economic, social and educational. At the eighth session the Assembly considered the decision of the Netherlands to cease transmitting information concerning the Netherlands Antilles and Surinam and the decision of the United States to cease transmitting information on Puerto Rico. The Canadian view has always been that non-self-governing territories will normally advance towards self-government by stages and that, at a given time, they will reach a stage at which the administering powers will no longer exercise effective practical control over the social, economic and educational matters on which information has hitherto been submitted. As the Canadian Representative pointed out during the debate on the question of factors, the obligations of the administering powers to submit such information would at that stage come to an end. The Canadian Delegation voted against a seven-power resolution adopted at the eighth session of the Assembly which approved the discontinuance of information



on Puerto Rico, but Canadian opposition to this resolution was largely based on the inclusion in it of a paragraph recognizing expressly the competence of the Assembly to decide when an administering power should cease transmitting information. It is the Canadian view that the administering powers are within their rights in making the decision themselves as to when they should cease to transmit information about territories under their control. This view caused the Canadian Delegation to vote also against a resolution passed by the Assembly which requested the Government of the Netherlands to transmit regularly to the Secretary-General information about the Antilles and Surinam until such time as the General Assembly took the decision that such information should cease to be transmitted.

### **Election of Two Members of the Committee on Information**

At the eighth session the Assembly elected Guatemala and Burma to succeed Cuba and Pakistan on the Committee on Information from Non-self-governing Territories, which is now composed of the administering powers and Brazil, Burma, China, Ecuador, Guatemala, India, Indonesia and Iraq.

## **Trust Territories**

### **Sessions of the Trusteeship Council**

Only one session of the Trusteeship Council was held in 1953, from June 16 to July 21 in New York, when it examined annual reports covering Somaliland under Italian administration and the four trust territories of the Pacific. At the eighth session of the General Assembly India and Haiti were elected to the Council as replacements for Thailand and the Dominican Republic. The Trusteeship Council is now composed of the following members: the United Kingdom, the United States, France, Belgium, Australia, New Zealand, China, the U.S.S.R., El Salvador, India, Syria and Haiti. At the thirteenth session of the Council (January 28 - March 26, 1954) the conditions of the following six African territories under trusteeship were examined: British-administered Tanganyika, Cameroons and Togoland, French-administered Cameroons and Togoland and Ruanda-Urundi under Belgian administration.

### **Report of the Trusteeship Council**

The resolution passed by the General Assembly after its Trusteeship Committee had carefully considered the report of the Trusteeship Council for the period December 4, 1952 to July 1953 included proposals concerning the preparation of special questionnaire forms for trust territories, the setting of a definite date by administering powers for the establishment of self-government by the trust territories, the more widespread use of scholarships as a means of advancing education in the trust territories, and a number of measures which Italy as the administering authority for the trust territory of Somaliland would be urged to take to prepare the people for independence in 1960. Another resolution passed by the Assembly called for a study by the Trusteeship Council of the possibility of appointing a United Nations "ambassador at large" who would

perform a liaison function between the United Nations, the administering authorities and the people of the trust territories. The Canadian Delegation voted against this proposal as it felt that the establishment of additional machinery in the trusteeship field was undesirable.

### **The Ewe and Togoland Unification Problem**

This problem concerns the Ewes, who are a native people living in contiguous areas within British Togoland, French Togoland and the Gold Coast. Some of these have expressed a desire for the unification of the two trust territories of Togoland to enable the Ewe people to be united under one administration. As a result of a resolution adopted at the fifth session of the General Assembly in 1950, France and the United Kingdom submitted to the Trusteeship Council in 1951 a plan for the creation of a Joint Council with broad advisory powers consisting of representatives of the Ewes of both Togolands. At the sixth session of the Assembly a resolution was adopted approving the proposed Joint Council but calling for further consultation before its establishment and a special report by the Trusteeship Council to the seventh session of the Assembly. After receiving this report the Assembly passed a resolution at the seventh session asking the Trusteeship Council to submit to the eighth session a special report on the steps taken by the administering authorities concerning the unification problem. After a full debate in the Trusteeship Committee at the eighth session, during which Representatives from Togoland were heard, the Assembly passed three resolutions concerning Togoland unification. The Canadian Delegation voted in favour of the first two resolutions recommending to the administering authorities the establishment of the Joint Council and inviting them to establish effective facilities for electoral registration based on personal identification, but it abstained in the vote on the third, which requested the Trusteeship Council to re-examine the problem at its thirteenth session and to submit a special report to the ninth session of the Assembly, because the wording of the resolution appeared to pre-judge the issue in favour of unification and against integration of British Togoland into the Gold Coast. Speaking in the Fourth Committee, the Canadian Representative pointed out that Canada has always been in favour of the development of elections with a widespread mandate in Togoland, the establishment of a Joint Council for Togoland affairs and the settlement of frontier difficulties between the two Togolands. He underlined the distinction between the question of unifying the Ewes and of unifying the two Togolands and stated the belief of his Delegation that unification of the Ewes would be effected at least as much by the integration of British Togoland into the Gold Coast, as it would through the unification of the two Togolands. The Trusteeship Council held a debate on Togoland unification at its thirteenth session but voted to postpone a decision until the fourteenth session.

### **Oral Hearings of Native Inhabitants**

Under the Charter the General Assembly and the Trusteeship Council are both empowered to accept written or oral petitions from the indigenous inhabitants of trust territories and to examine the

petitions in consultation with the administering authorities of the territories. Although the majority of these petitions have been handled in the past by the Trusteeship Council, which has special machinery to deal with a large number of petitions, there has been an increasing tendency for all petitioners to ask for hearings before the Trusteeship Committee of the Assembly. It has become evident that some sort of criteria should be set to enable the Assembly to decide upon the urgency of the petitioners' request and its importance in relation to other business on the Trusteeship Committee's agenda for a session. At the eighth session of the Assembly the United Kingdom tabled a resolution calling for the setting-up of a sub-committee of eight members charged with making recommendations regarding the procedure to be followed in considering applications for hearings from petitioners. The Canadian and some other delegations spoke in support of this resolution and outlined the criteria which ought to be used in having the Fourth Committee deal with petitions. One of these was that petitioners should normally have appeared first before the Trusteeship Council or its Committee on Petitions. Although the United Kingdom Delegation agreed during the discussions to incorporate a number of modifications the proposal was nevertheless rejected by a narrow vote.

The need for some procedure to be worked out for determining what petitioners should be heard by the Trusteeship Committee was clearly shown at the eighth session, when the Committee heard nine representatives from various groups in trust territories and considered and discussed in all 12 petitions for hearings. The statements took up a great deal of time and some of them seemed to be of doubtful use since they broke little new ground. Some seemed to confirm the view of the Canadian Delegation that the Committee might find itself becoming a quasi-legal tribunal adjudicating all disputes arising in trust territories between inhabitants and administering authorities.

## South West Africa

Successive *Ad Hoc* Committees on South West Africa, appointed by the General Assembly, have negotiated with the South African Government with a view to implementing the 1950 advisory opinion of the International Court of Justice on the international status of South West Africa.<sup>1</sup> The *Ad Hoc* Committee's report to the eighth session of the General Assembly indicated that little progress had been made in reaching agreement with the South African Government on the precise supervisory role of the United Nations or on the appropriate parties to conclude a new instrument replacing the League of Nations mandate. The Committee had been unable to examine reports on the administration of South West Africa since none had been submitted by the South African Government.

The eighth session adopted two resolutions, the first establishing a Committee on South West Africa "until such time as agreement is reached between the United Nations and the Union of South Africa", the second reiterating previous resolutions and re-asserting

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 83-84.



that the normal way of modifying the status of South West Africa would be to place it under the trusteeship system. The Canadian Representative supported the first because it sought to implement an advisory opinion of the International Court, the opinions of which Canada considered to be authoritative expressions of international law, even if not legally binding. He questioned, however, the usefulness of the "notion of permanency" expressed by the phrase quoted above, and abstained from voting on the second resolution on the grounds that such repetition of Assembly resolutions was neither desirable nor practical.

## VI LEGAL QUESTIONS

### International Law Commission

At its fifth session the International Law Commission made further progress in its task of codification of international law.<sup>1</sup> In its report<sup>2</sup> the Commission adopted and submitted to the General Assembly a draft Convention on Arbitral Procedure as well as draft articles on three sub-topics of the Regime of the High Seas: the continental shelf; fisheries; and the contiguous zone. The Commission also adopted provisionally two draft Conventions on Statelessness which dealt with the elimination and the reduction of future statelessness, and requested the comments of governments on these drafts.<sup>3</sup> The report of the Commission was discussed at the eighth session of the General Assembly, particular attention being paid to the Regime of the High Seas and Arbitral Procedure.

#### Regime of the High Seas

Although the Regime of the High Seas comprehends more than the three topics discussed in the Commission's report, the Commission recommended that the Assembly adopt now articles on the continental shelf and fisheries, since several states were contemplating promulgating regulations governing the continental shelf and these would be more likely to follow a set pattern, if the proposed articles on the continental shelf were generally accepted.

The articles finally recommended by the Commission differ in some respects from those which were originally proposed. Instead of being related to the criterion of "exploitability", the limit of the continental shelf is now defined as, "the seabed and subsoil of the submarine areas contiguous to the coast, but outside the area of the territorial sea, to a depth of two hundred metres". During the Commission's discussion of this rule, the necessity for modifications was recognized: for instance, in the case of submerged areas of a depth less than 200 metres situated in considerable proximity to the coast and separated from it by a narrow channel deeper than 200 metres. This exception may well be important to Canada in view of the nature of the continental shelf adjacent to the Canadian coastline.

The articles recognize the sovereign right of the coastal state to explore and exploit the natural resources of the continental shelf whilst at the same time recognizing that this right does not affect the legal status of the high seas above the continental shelf and of the air space in turn above the high seas.

An attempt is also made to define the boundary of the continental shelf where it is contiguous to the territories of two or more states, in the absence of agreement between the states concerned.

<sup>1</sup>See *Canada and the United Nations 1952-53*, p. 85.

<sup>2</sup>General Assembly Document, Supplement No. 9 (A/2456).

<sup>3</sup>See "Statelessness", above p. 53.

A separate article on sedentary fisheries is not included because in the Commission's view, apart from the cases where prior rights of aliens are involved, the sovereign right of the coastal state over its continental shelf covers also sedentary fisheries.

A new article has been added providing for arbitration in the case, not of boundary disputes only, but of all disputes arising out of the exploration or exploitation of the continental shelf.

The Canadian Delegation would have preferred the inclusion of a separate article on sedentary fisheries. It also pointed out that the advantages of certainty urged by the Commission in support of its view that the continental shelf should be considered as extending to the 200 metre depth mark might be outweighed by the advantages of a more flexible formula based on the practical possibilities of exploration and exploitation.<sup>1</sup>

The articles adopted by the Commission on the international regulation of fisheries envisaged the establishment of an international authority within the framework of the United Nations, whose regulations states would be obliged to accept as binding upon their nationals. The Commission recommended that the General Assembly consult with the Food and Agriculture Organization regarding the establishment of such a body and the preparation of drafts of a convention in conformity with the general principles embodied in the Commission's articles. According to these articles, states participating in the fisheries of special areas would agree to regulate and control fishing activities. If the nationals of other states afterwards engaged in the fisheries and did not accept the measures adopted, the matter would be referred to the international authority. In the case of fisheries situated within 100 miles of the territorial sea of a coastal state, this state might participate in the system of regulation whether or not it participated in the fisheries.

These articles go beyond existing law and must be regarded to a large extent as falling in the category of progressive development of international law.

Canada is of course vitally interested in these draft articles on the international regulation of fisheries. The Canadian view was that it was "altogether premature to attempt to establish at this time an international body to govern and regulate fisheries". The Canadian Representative in the Legal Committee suggested that the establishment of international commissions such as many countries already belong to be considered as a first step towards the general regulation of fisheries which the International Law Commission has in mind.

The Commission adopted a single article on the contiguous zone which appears to be in accordance with accepted practice. This provides for the exercise by each sea-bordering country of the control necessary to prevent and punish the infringement within its territories or territorial sea of its customs, immigration, fiscal or sanitary regulations up to a distance of 12 miles from the baseline from which the width of the territorial sea is measured. The Commission recommended that the General Assembly take no action on

<sup>1</sup>Department of External Affairs Supplementary Paper 53/63.



this article because of its relation to the articles on the territorial sea which have not yet been adopted by the Commission.

Speeches indicated that representatives were divided upon the issue whether the articles adopted by the Commission should be finally decided upon by the General Assembly before other articles on the Regime of the High Seas and those on the Regime of Territorial Waters were made available. Canada strongly urged that governments be given a further period to study the effect and implication of the various articles adopted by the Commission, which in many cases represented a radical departure from international practice, and accordingly co-sponsored a resolution postponing consideration of the articles on the Continental Shelf and International Regulation of Fisheries until the tenth session of the Assembly in 1955. The resolution eventually adopted decided "not to deal with any aspect of the Regime of the High Seas or the Regime of Territorial Waters until all problems have been studied by the International Law Commission and submitted to the General Assembly".

### **Arbitral Procedure**

At its first session in 1949 the International Law Commission selected arbitral procedure as one of the topics for codification. At its first session the Commission adopted a final draft Convention on Arbitral Procedure and proposed that the General Assembly recommend the draft to member states with a view to the conclusion of a convention.

According to the Commission, the term "arbitral procedure" refers to procedure in its wider sense, that is provisions for safeguarding the effectiveness of arbitration engagements accepted by parties, as well as clauses relating to the constitution and powers of the tribunal, the general rules of evidence and procedure and the award of the arbitrators. In the Commission's view the draft is no more than a codification of existing law so far as the basic features of the law of arbitral procedure are concerned, though it proceeds by way of developing international law with regard to certain procedural safeguards for securing the effectiveness, in accordance with the original common intention of the parties, of the undertaking to arbitrate. The Commission emphasized its desire to preserve what it considers to be the essential feature of international arbitration — the autonomy of the will of the parties in regard to the choice of arbitrators, the law to be applied and the procedure of the arbitral tribunal, — subject only to the limitations, first, that the procedure adopted both before and after the beginning of the proceedings, must not be such as to frustrate the common intention of the parties (as expressed in the original undertaking to arbitrate) to settle the dispute by arbitration, and second, that there must be no impairment of the binding character of the award. At the eighth session of the General Assembly, few governments were yet prepared to take a definite position on the subject, and a resolution, co-sponsored by Canada, was adopted which referred the draft Convention back to governments for "whatever comments they may deem appropriate, if possible, before January 1955". The Canadian Delegation thought it advisable to postpone a decision on this important Convention, the

new draft of which differs considerably from the earlier one, because if it were to be made most effective it should be accepted by as many states as possible and members had not yet had adequate time to examine the new draft.<sup>1</sup> There was no disagreement or objection in principle on the part of the Canadian Delegation to a universally accepted and effective international arbitral procedure as a most desirable development in the field of international law and practice. The provisions conferring authority on the International Court of Justice were welcomed as progressive steps which would prevent a unilateral decision by one of the parties, such as occurred during the dispute in which Canada was involved with Hungary and Roumania on the question of the violation of the human rights provisions of the peace treaties,<sup>2</sup> from frustrating an undertaking to arbitrate disputes. In this case, Hungary and Roumania, in spite of the relevant provisions of the peace treaties, refused to appoint arbitrators on the grounds that no dispute existed. When the International Court of Justice held that they were obligated to appoint representatives Hungary and Roumania contended that the Court was not competent to deal with the question. The draft Convention would avoid a situation such as this, by obtaining prior agreement to make the necessary appointments and to accept the competence of the International Court to decide the existence of a dispute.

## International Court of Justice

Both Japan and San Marino became parties to the International Court of Justice during the past year, bringing to a total of four the number of states which are parties to the Statute but not members of the United Nations. The other two are Liechtenstein and Switzerland.<sup>3</sup>

The Court delivered its judgment in an interesting case between the United Kingdom and France on the question of the sovereignty over the islets of Minquiers and Ecrehos, situated off the French coast near the Island of Jersey. A great deal of evidence of title dating back to the Middle Ages was submitted by both parties. But the Court decided that what was of importance was the evidence relating directly to the possession of the group of islets, and appraising the relative strength of the opposing claims in the light of evidence of possession, the Court found unanimously in favour of United Kingdom sovereignty over the islets.

The eighth session of the General Assembly, as a result of its discussions of personnel policy, requested the Court for an advisory opinion whether the Assembly has the right to reject an award of the Administrative Tribunal of the United Nations and, if so, on what grounds. After receiving written statements, the Court began the hearings on June 10, and delivered its opinion on July 13.<sup>4</sup>

<sup>1</sup>Department of External Affairs Supplementary Paper 53/54.

<sup>2</sup>See *Canada and the United Nations 1949*, p. 43, and *Canada and the United Nations 1950*, p. 31.

<sup>3</sup>See *Canada and the United Nations 1949*, p. 193.

<sup>4</sup>See "Personnel Policy", below pp. 99-103.





UNITED NATIONS

The Headquarters of the United Nations in New York. The three buildings in the foreground are (left to right): the Secretariat building; the Conference Area; and the General Assembly building. The library is hidden by the Secretariat building.





## Charter Review

Article 109 of the Charter, which was originally proposed by the Canadian Delegation to the San Francisco Conference in 1945, states that the tenth session of the General Assembly in 1955 shall have on its agenda a proposal to call a conference to review the Charter, if such a conference has not already been held. Under the terms of Article 109 the conference can be convened by a two-thirds majority of members of the General Assembly or by a vote of any seven members of the Security Council. There is thus no veto over the holding of a conference, but it is by no means certain that it will be held and, if it is, it will almost certainly not take place until 1956. Article 109 provides that amendments to the Charter adopted at the conference must be ratified by two-thirds of the members of the United Nations, including all the permanent members of the Security Council, in order to take effect. There is thus a veto over Charter amendments resulting from a Review Conference, as there is over ordinary amendments under the provisions of Article 108.

At the eighth session of the General Assembly a number of proposals concerning preparatory work to be done in connection with the possible Charter conference were put forward and debated at some length in the Sixth or Legal Committee. Eventually, a resolution co-sponsored by the Canadian Delegation was adopted by the General Assembly. The preamble of this resolution states that there is a need for extensive preparation both by the Secretary-General and member states in order to comply with Article 109, and instructs the Secretary-General to compile and index certain documents of the San Francisco Conference and prepare an appropriately indexed repertory of the practice of the United Nations organs. Amendments put forward by France, the United Kingdom and other countries which were adopted in the Legal Committee, resulted in the deletion of a provision in the original draft resolution which would have asked the Secretary-General to prepare and publish a systematic and comprehensive study of the legislative history of the Charter. Another provision of the original draft resolution which was deleted in committee was an invitation to member states to submit preliminary views on Charter review by March 31, 1955. The Committee failed to adopt an amendment sponsored by the Czechoslovak Delegation, which would have amended the draft resolution in such a way as to divorce the work on the San Francisco documents from any connection with the possible Charter conference. The work to be undertaken by the Secretariat as a result of the Assembly's resolution will be completed by 1955.

The Canadian Representative spoke in favour of the resolution in the Sixth Committee and pointed out that, although it was difficult to foresee whether the realities of the international situation would permit the Charter to be changed in order to remove imperfections, preparatory work was required to provide a basis for discussions of possible Charter revisions. He described Canada's general attitude toward the subject of Charter review as a cautious and realistic one and said that Canada did not wish to put forward any comment on substantive amendment to the Charter at this stage.

A significant feature of the debate in the Sixth Committee was the strong opposition voiced by the Soviet bloc countries not only to Charter amendments but even to preliminary studies in connection with a possible Charter review conference. This attitude caused some delegations to express doubt as to whether any agreement on Charter amendments could be reached.

Studies of possible Charter amendments are now being carried out by governments and private organizations in a number of countries. In the United States the Senate Foreign Relations Committee has set up a sub-committee on the United Nations Charter which has been obtaining the views of both official spokesmen and private citizens in public hearings since January 1954. In the Netherlands, the Government has set up a commission, composed of officials, scholars, lawyers and members of parliament, to study the Charter.

The Canadian Department of External Affairs has set up a Departmental Working Group to prepare and discuss working papers on possible Charter amendments, and the Standing Committee on External Affairs of the House of Commons has expressed an interest in eventually considering and proposing to the Government possible revisions of the Charter. Various private groups in Canada have also begun to work on the subject.



## VII ADMINISTRATIVE QUESTIONS

### Personnel Policy

A complex and controversial problem concerning personnel policy appeared once more on the agenda of the General Assembly at the eighth session.<sup>1</sup> The discussion on two of the items on this subject revolved about two seemingly conflicting concepts, that of an independent international civil service and that of the protection of the legitimate security interests of a member state, particularly of a host state. The principles contained in Articles 100 and 101 of the Charter emphasize that the Secretariat must be of a truly international and independent character, that the Secretary-General must therefore have the sole responsibility in the appointment of staff and that members of the Secretariat must conduct themselves in a manner befitting the status of an international civil servant. The increased attention to national security interests and the problem of subversion arising from the cold war have resulted in a situation which at times has seemed to threaten these principles of the Charter.

The official activities of United Nations employees and the information available to them are public knowledge open to all member states; so members of the Secretariat, in the performance of their *official* duties, do not seem to present a security risk. It is the United States view, however, that it is not in its interests that the United Nations should employ United States citizens who are, or are likely to be, engaging in subversive activities. The attention of United States bodies concerned with investigating such activities has naturally been drawn to the large group of United Nations employees who work in New York.

In 1952 the United States Senate Sub-committee on Internal Security and a United States Grand Jury investigated a number of United States citizens employed by the United Nations, some of whom cited the Fifth Amendment when asked to testify about communist affiliations. In January 1953, the President of the United States issued Executive Order No. 10422 providing for a loyalty check of United States employees of the United Nations, which involved the fingerprinting of United States nationals in the United Nations and the completion of questionnaires by them. This order, which has since been altered in form rather than substance by the Republican Administration, provides for the results of these investigations to be transmitted to the executive head of the organization concerned.

The United States investigations created interest and concern in that country and in other member countries of the United Nations which resulted in a debate in plenary session of the resumed seventh session of the Assembly in March 1953. Discussion revolved about reports of the Secretary-General and of a three-man Commission of Jurists, which had advised him as to dismissal policy. Speaking on

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 93-97.

behalf of Canada in a plenary meeting on March 30, 1953, Mr. Paul Martin stated that it was not just or reasonable that an employee should be dismissed solely on the grounds of having refused to answer questions, the answers to which might serve to incriminate him. On April 1 the Assembly passed a resolution emphasizing the international character of the Secretariat under the Charter and asking the Secretary-General to submit to the eighth session of the Assembly a report on the progress made in the conduct and development of personnel policy together with the comments of the Advisory Committee on administrative and other questions.

In order to implement a recommendation in the Jurists' report concerning an advisory panel to assist him in cases where Secretariat members were suspected of subversive activities in the United States, the Secretary-General set up a panel under the chairmanship of a Canadian, Mr. Leonard W. Brockington, Q.C. This panel was dissolved in April 1954.

On August 31, 1953 the Administrative Tribunal of the United Nations issued a report on the appeals made to it by 21 employees whose service had been terminated by the Secretary-General, in effect, for being "security risks". Twelve of the terminations were held to have been ill-founded and compensation amounting to \$179,420 was awarded to 11 of the employees concerned. The awards to four of the former employees were made after the Secretary-General had ruled on September 3, 1953 that it would be inadvisable to re-instate them. These awards were attacked by some United States politicians and newspapers, and the United States authorities announced that they would oppose the passing of an appropriation by the Assembly to pay the awards.

The first item of personnel policy to be dealt with by the eighth session of the Assembly was a request by the Secretary-General for amendments to the Staff Regulations. The Assembly passed amendments based largely on his proposals, which were designed to remove as far as possible the anomalies and sources of conflict which had existed heretofore in the application of the Staff Regulations, by revising these Regulations in the light of the Charter so as to provide a just and legal foundation for sound administration. The amendments will now enable the Secretary-General to dismiss staff members on the grounds of "lack of integrity" as well as for misconduct. So far as political activity is concerned, "staff members may exercise the right to vote but shall not engage in any political activity which is inconsistent with or might reflect upon the independence and impartiality required by their status as international civil servants". The Secretary-General has also been empowered to terminate the appointment of a staff member if he learns of facts existing before his appointment which, if they had been known at the time he was appointed, would have precluded his appointment. The Secretary-General has also been given a wide power to dismiss members in the interests of the good administration of the Organization, but his power is only to be exercised with the agreement of the staff member concerned. The Secretary-General has declared that this power is only to be used in cases where it would be a benefit to the staff

member concerned if he were terminated under it rather than under some other provision of the Regulations.

The Canadian Delegation spoke in favour of the Secretary-General's proposals, in the main, and supported these amendments. The Vice-Chairman of the Canadian Delegation, Mr. Alcide Côté, declared that there was no reason why public opinion should conclude that, because a few dismissals had been found necessary, the United Nations Secretariat was "a hotbed of intrigue". He said that the Canadian Delegation was agreed that the chance of conflict between the Secretary-General and the Administrative Tribunal should be lessened.

The Assembly also passed an amendment to the Statute of the Tribunal setting an upper limit on the amount of compensation the Tribunal could in future award and a resolution, sponsored by Canada, which called for a review by the Assembly in 1955 of the Staff Regulations and of the rules of interpretation used by the Secretary-General in applying the new amendments. This latter provision should help to safeguard the independence and security of the Secretariat.

When the supplementary appropriation to pay the awards of the Administrative Tribunal was discussed in the Fifth Committee, the United States Representative opposed Assembly approval on the grounds that the Tribunal had exceeded its jurisdiction, had committed errors of law in interpreting the Staff Regulations and errors of judgment and tact in its calculation of the awards. He claimed that the Assembly could review these awards, despite the provision in the Tribunal's Statute that there was to be no appeal from its decisions, because the Tribunal was merely a subsidiary body of the Assembly. During the debate many delegates rejected this argument, but some who did so thought that the amounts of the individual awards were inconsistent and in some cases too high. After pointing out that "the United Nations Administrative Tribunal was created by the General Assembly for the protection of the staff", Mr. Côté stated that the Canadian Delegation was convinced that the arguments in favour of paying the awards were very strong, but, since others held opposite views, the disputed awards should be referred to a "higher judicial authority". This idea, which was shared by other delegations, found expression in a resolution, co-sponsored by Canada, the United Kingdom and Colombia and approved by a vote of 41 to 6 with 12 abstentions (including the United States) in plenary. The resolution asks the International Court of Justice for an advisory opinion as to whether the Assembly has the right, on any grounds, to reject awards of the Tribunal and what, if so, are the principal grounds on which it could lawfully exercise such a right. The Fifth Committee had rejected two French amendments, the first providing that the Court advise specifically on the awards in dispute (a proposal supported by all the sponsors of the resolution) and the second, that the Secretary-General be authorized to pay the awards if the Court should hold that the Assembly had no right to refuse them. The Assembly had previously elected a United States citizen to replace a Czechoslovak member of the Administrative Tribunal, and had re-



elected Lord Crook, the United Kingdom member, who was one of the three who made the disputed awards.

A number of resolutions arising out of the second part of the Secretary-General's report were also considered and a series of recommendations was approved designed to guide the Secretary-General in the formulation of appropriate staff rules in connection with the United States Immigration and Nationality Act of November 24, 1952. The new rules will affect those staff members who decide to retain permanent residence status in the country of their duty station. One of these resolutions states that staff members electing to retain permanent residence visas should be excluded from national quotas under the principle of geographical distribution and be included in a "special category" of staff members. Another resolution endorses recommendations of the Advisory Committee and the Secretary-General that staff members electing to retain permanent residence status should receive reimbursement of national income taxes (to which they will be subject under the new United States Act). The eighth session also endorsed a further recommendation by the Secretary-General and the Advisory Committee that staff members who remain in permanent residence status should lose various staff rights such as home leave and non-resident's allowance. The recommendation of the Secretary-General for an addition to the staff regulations to provide for a probationary period of two years with a possible extension to three years for staff members prior to their permanent appointment was adopted unanimously.

The International Court of Justice began consideration of the reference concerning the Administrative Tribunal by receiving written statements from the Secretary-General, the International Labour Organization and a number of countries including France, the United Kingdom and the United States. In a letter to the Registrar of the Court, the Canadian Ambassador in The Hague declared that Canada did not wish to submit a written statement but referred the Court to the views of the Canadian Government given in the Fifth Committee of the Assembly. The United States statement contended that the General Assembly had the right to refuse to give effect to an award of the Administrative Tribunal and that this must be a policy decision "based on the Charter principle of paramount consideration for maintaining the high standards of efficiency, competence and integrity in the Secretariat". The United Kingdom statement, on the other hand, claimed that the Assembly has the power to refuse to give effect to Tribunal awards only in cases where "it is evident that the Tribunal has acted in excess of the powers conferred on it by the Statute, i.e., has acted *ultra vires*, and has been guilty of misconduct, e.g., in allowing itself to be influenced by considerations of a venal character, or of conduct which amounts to a denial of justice".

The Court hearings in the case began on June 10. A number of countries made oral statements to the Court and a representative of the Secretary-General made a statement concerning the payment of awards and the relation of various subsidiary organs to the General Assembly. On July 13 the advisory opinion was delivered. To the first question submitted by the General Assembly, the Court

replied that the Assembly has not the right on any grounds to refuse to give effect to an award of compensation of the Administrative Tribunal in favour of a staff member whose contract of service has been terminated without his assent. As the answer to the first question was in the negative it was unnecessary to consider the second question. The opinion was reached by nine votes to three, the dissenting opinions of Judges Green H. Hackworth (United States), Alejandro Alvarez (Chile) and Levi Fernandes Carneiro (Brazil), and the separate, though assenting, opinion of Judge Bohdan Winiarski (Poland) being appended.

### **Joint Staff Pension Fund**

The report of the Joint Staff Pension Board was noted without objection by the General Assembly on November 25, 1953. A resolution concerning the acceptance by the Specialized Agencies of the jurisdiction of the United Nations Administrative Tribunal in matters involving applications alleging non-observance of the Pension Fund Regulations was also adopted, as were two amendments to the regulations of the Joint Staff Pension Fund, and the recommendation of the Advisory Committee that the expenses incurred administering these regulations should be charged to the Fund.

The Canadian Delegation co-sponsored with Australia a resolution by which the Interim Commission for the International Trade Organization should be admitted to the United Nations Staff Pension Fund but without voting rights on the Joint Staff Pension Board. The Canadian Representative pointed out that the Interim Commission had many of the attributes of the Specialized Agencies and had, over a number of years, established a *de facto* relation with the United Nations which could reasonably be regarded as of permanent character. The United Kingdom's proposal that this question be deferred until next session was defeated and the Australian-Canadian resolution was adopted.

### **Re-Organization of the Secretariat**

After a debate in committee on a report of the Secretary-General on the work of the Secretariat and a report of the Advisory Committee on Administrative and Budgetary questions, which generally agreed with the broad outlines of the Secretary-General's proposed programme for re-organization of the Secretariat, a resolution was adopted at the eighth session of the Assembly taking note of the Secretary-General's proposals and recommending that he should proceed along the lines proposed and prepare his 1955 budget estimates within the framework of these proposals. The Canadian Delegation voted in favour of this resolution.

The only strong objection to the Secretary-General's plans was voiced by the Representative of the Soviet Union, who contended that the proposed abolition of the post of Assistant Secretary-General would be a violation of the gentleman's agreement made in 1946 for

the distribution of top level posts among the nationals of member states. During the debate the Secretary-General told the General Assembly that he expected to be able to save about one million dollars in 1955, largely from economies in staff which a more rational scheme of work would permit.

Since the eighth session of the Assembly the Secretary-General has been proceeding systematically in the pursuit of this objective. On March 10, 1954 he announced that there were 200 vacant posts in the Secretariat which it would be unnecessary to fill. He hoped that further economies could be achieved except on the senior level through the normal staff turnover rather than by separations. On the same date he circulated a memorandum to his staff which emphasized "that the economies aimed at and anticipated should not be looked upon as the expression of a policy of contraction but of a policy aimed at fulfilling at the least possible cost the duties of the Secretariat as they arise out of the general development of the United Nations". His objective is, therefore, to explore new directions for United Nations endeavours as well as to make more flexible and rational use of the Secretariat's resources.

In mid-August, Mr. Hammarskjöld announced that his re-organizational plan was complete and would go into effect on January 1, 1955. Four offices, three of them new, have been set up within the office of the Secretary-General bearing the titles of Executive Assistant, Legal Counsel, Controller and Director of Personnel (for the period of re-organization). There are seven Under Secretaries, five in charge of specific departments and two with a general mandate. On the same level there is a Director in charge of the Department of Conference Services and a Director-General of the Technical Assistance Administration who is Dr. Hugh L. Keenleyside of Canada. Appointment of Deputy Under Secretaries may be announced later. The distribution of the new posts corresponds in a general way to the principle of equitable geographical representation. In explaining the change, Mr. Hammarskjöld described the old system as one with "two top echelons" under which the Assistant Secretaries-General were "quasi-political officials" and the principal director in each department was not strictly subordinate to the Assistant Secretary-General but was mainly a chief administrative officer. According to the new system there would be heads of departments called Under Secretaries who were delegated political responsibility from the Secretary-General and under them heads of offices with substantive titles whose duties were primarily administrative. The Deputy Under Secretaries would be introduced into departments which were too big for one man to handle "without developing into a rather awkward kind of a bottleneck". The Deputy was not supposed to be subordinate to the Under Secretary. He would be at the side of the Under Secretary and they would arrange between them what kind of division of responsibilities they found most useful.



## VIII FINANCIAL QUESTIONS

### Introduction

The budgetary or fiscal year of the United Nations and most of the Specialized Agencies coincides with the calendar year, although this volume reports on the period July 1, 1953 to June 30, 1954. The manner in which financial questions are considered and decided varies considerably from agency to agency, since each has its own schedule of meetings, intervals between sessions, and other constitutional requirements. As an illustration of this variance, the United Nations General Assembly during its eighth session from September to December, 1953 discussed and approved the 1954 United Nations financial policies and practices. Most of the Specialized Agencies also draw up their budgets on an annual basis. Some of the other bodies, however, such as UNESCO and the International Telecommunication Union, adopt fiscal programmes for longer periods in advance. To improve budgetary co-ordination between the United Nations and the Specialized Agencies, frequent consultations take place and mutual arrangements are made such as joint systems of external audit, the common collection of contributions, and the resolving of problems affecting the currency of contributions.

### Cost of the United Nations

#### Administrative Costs<sup>1</sup>

The figures shown in Appendix III indicate a levelling off in the combined administrative expenditures of the United Nations and the Specialized Agencies, although there is steady annual pressure to increase expenditures in most of the organizations. In 1947 the total administrative expenditures amounted to \$43.4 million.<sup>2</sup> From Appendix III it can be seen that this amount has almost doubled in the last three fiscal years. For 1954 it is estimated that appropriations will total \$77.7 million.

The Canadian contribution to the administrative budgets of the United Nations and the Specialized Agencies will amount to \$2.76 million for 1954, compared with \$2.73 million for 1953 and \$2.67 million for 1952.

Although the formative period is now past, even for the most recently created of the Specialized Agencies, many members, including Canada, have found it necessary to continue to urge the Agencies

<sup>1</sup>For a detailed explanation of the distinction between "administrative" budgets and the budgets of operational programmes, see *Canada and the United Nations 1951-52*, p. 137.

<sup>2</sup>All figures in this section and related appendices are given in United States dollars unless otherwise specified. The final Canadian dollar amount of payments still to be made may vary slightly from the United States equivalent shown in the tables depending upon the exchange rate prevailing at the time of payment.

to intensify their efforts to stabilize their regular budgets by the elimination or deferment of less urgent projects, as well as urging better co-ordination and reforms leading to the improvement of administrative efficiency.

### **Cost of Operational Programmes**

Each member state contributes its assessed share of the administrative costs of the United Nations and the Specialized Agencies, but contributions to the costs of certain special or "operational" programmes are voluntary. These projects include the Expanded Programme of Technical Assistance, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, the United Nations Korean Reconstruction Agency, and the United Nations Children's Fund.

In order that those responsible for the administration of these programmes should have some idea in advance of the resources that will be made available to them, it has become customary at each United Nations session to establish a Negotiating Committee on Extra-Budgetary Funds. This group<sup>1</sup> consults with member and non-member governments to determine what amounts they are willing to donate to each programme.

Reaffirming its belief in continued support for the Expanded Programme of Technical Assistance, because of its being based on the principle of helping people to help themselves, the Canadian Delegation at the eighth session of the General Assembly pledged, subject to parliamentary approval, to increase Canada's contribution from a maximum of \$800,000 (the 1953 pledge) up to a maximum of \$1,500,000 (U.S.) provided that the support from other contributors warranted such action, and provided that the total of contributions would be adequate to keep the programme at an economically sound level.

Last year's contribution by Canada of \$500,000 (Canadian) to UNICEF was matched by the same amount for the 1954 Children's Fund, whose total goal this year is \$20 million. Canada's total contributions to UNICEF since 1947 amount to \$8.97 million (Canadian). Voluntary private contributions from Canadians over the years of UNICEF operation have totalled over \$1.5 million.

## **Examination of the 1954 Budgets of the United Nations and Specialized Agencies**

### **United Nations**

The Secretary-General presented to the eighth session of the General Assembly estimates of expenditures for 1954 totalling \$48,123,400 compared with the approved 1953 budget appropriations of \$48,327,700. Offsetting the proposed expenditures were estimates of miscellaneous income for 1954 amounting to \$6,463,200 compared with the approved income estimate of \$6,238,200 for 1953. In each year the bulk of estimated income is made up of receipts from the

<sup>1</sup>For 1954 the Negotiating Committee comprised Representatives of Australia, Canada, Chile, Colombia, France, Lebanon, Pakistan, the United Kingdom and the United States.

United Nations staff assessment plan, a form of United Nations income tax. Employees who are required to pay national income tax on salaries and wages received from the United Nations are reimbursed, and the balance of the assessments is credited as miscellaneous income.

Before the session, the nine-member expert Advisory Committee on Administrative and Budgetary Questions<sup>1</sup> subjected these estimates to close scrutiny and recommended reductions amounting, in total, to approximately one and a half per cent in most sections of the budget. Subsequently the Secretary-General submitted supplementary estimates and revised estimates for some sections which were also examined in detail by the Advisory Committee before submission to the Fifth (Administrative and Budgetary) Committee of the General Assembly for consideration.

Most of the recommendations were accepted by the Fifth Committee, which ultimately recommended to the General Assembly that the 1954 appropriation be \$47,827,110<sup>2</sup> and that estimated miscellaneous income be approved at \$6,760,000, thus leaving a net expenditure figure of \$41,067,110.

For the purpose of assessment of contributions from member states, the net expenditure must be adjusted. Supplementary appropriations of \$1,541,750 must be added and a deduction of \$1,308,860 must be made, representing accounting adjustments in appropriations and income of previous years. The figure on which assessments of member states are levied is, therefore, \$41,300,000, or \$2,900,000 less than the comparable figure for 1953. The Canadian share of this amount (at 3.30 per cent) is \$1,362,900 (U.S.).<sup>3</sup>

The discussion of the budget in the Fifth Committee was prefaced by a statement from the Secretary-General indicating that by and large he would not contest the Advisory Committee's recommendations for cuts in his estimates. Commenting on the wisdom of the Secretary-General in permitting the Fifth Committee to come to its own conclusions without any special pleading on his part, the chairman of the Advisory Committee stated that a tight budget was a healthy feature in an administrative structure such as the United Nations, and that should the Secretary-General be confronted with real hardship in the maintenance of necessities and be unable to move within the estimates as recommended, the Advisory Committee would help him.

The Canadian Delegation, satisfied that the budget had been fairly satisfactorily stabilized in terms of the existing United Nations administrative structure, adopted the approach of the majority of delegations and supported, with occasional exceptions, the Advisory Committee's recommendations. At the suggestion of the Canadian Representative, the Fifth Committee agreed that in future the Secretary-General should issue reports of actual budget expenses earlier than in the past so that they would be available at the time the Administrative and Budgetary Committee began its consideration

<sup>1</sup>For a description of the United Nations financial machinery, see *Canada and the United Nations 1949*, p. 174.

<sup>2</sup>For details of the budget finally approved by the General Assembly, see Appendix V.

<sup>3</sup>These are interim figures subject to minor adjustments to allow for final accounting entries before the end of the financial year.



of the estimates. It was also agreed that in addition to the record of actual expenditures incurred these reports should provide an estimate of expected outlays for the rest of the year.

### Specialized Agencies

Despite considerable efforts to hold the line against further increases in the expenditures of the Specialized Agencies, the budgets of most of them continued to be higher in 1954 than in 1953. An outstanding exception was ICAO which for the second successive year was able to reduce its budget. The general rise in costs of all types in both the administrative and operational aspects of the Specialized Agencies' programmes was primarily responsible for the higher budgets. A budget increase of 15 per cent over 1953 was noted in the FAO and 4 per cent in the ITU. Although the ILO budget has become somewhat stabilized in recent years, a proposed net increase for 1954 of about \$87,800 over 1953 was made by that Agency. An average annual increase of \$81,911 has been marked by the ILO over the period 1950-54.

## Apportionment of Expenses

Further steps were taken during 1953 toward development of more equitable assessment scales<sup>1</sup> for sharing the financial costs of membership in the United Nations and the Specialized Agencies.

### United Nations

In its report to the eighth session of the General Assembly, the expert ten-member Standing Committee on Contributions continued its policy for the progressive removal of maladjustments in the United Nations scale of assessment.

The recommendations made by the Contributions Committee were also designed to implement the following directives outlined by the General Assembly during the seventh session:

(1) To continue to give additional recognition to countries with low per capita income;

(2) To defer further action on the per capita ceiling until new members are admitted or substantial improvement in the economic capacity of existing members permits the adjustments to be gradually absorbed in the assessment scale; and

(3) To provide that from January 1, 1954 the assessment of the largest contributor should not exceed one-third of the total assessment against members.

Implementation of these directives led the Contributions Committee to recommend a scale in which:

(1) The United States assessment would be reduced by 1.79 per cent to 33 1/3 per cent;

(2) The assessment of the U.S.S.R. would be raised by 1.78 per cent and those of other Eastern European countries (except Czechoslovakia) would be raised fractionally;

<sup>1</sup>For a comparison of the percentage scale of contributions from the main contributors to the United Nations and to six principal Specialized Agencies, see Appendix V.

(3) Small reductions would be made in the assessments of Argentina, Brazil, Egypt, India, Iran, Pakistan, the Union of South Africa, and the United Kingdom;

(4) Small increases would be made in the assessments of Belgium, Colombia, El Salvador, Greece, Guatemala, Luxembourg, Mexico, the Philippines and Venezuela;

(5) The assessments of all other countries would remain the same, Canada's remaining at 3.3 per cent.

These recommendations were approved by the Assembly although strong objections had been raised by the Soviet Union and other Eastern European countries. They objected to the reduction in the assessments of the United States, the United Kingdom, and the Union of South Africa, and maintained that post-war reconstruction in their countries was still demanding enormous expenditures.

Many delegations, including the United Kingdom, Belgium, France, and Norway, made strong replies to the U.S.S.R.'s stand, pointing out the inconsistency of objecting to increases in assessments on the grounds of economic incapacity while at the same time claiming in other connections substantial improvement of their economies.

The Canadian Delegation, while acknowledging that the recommendations represented important improvements in previous scales, nevertheless reiterated the stand that further improvements toward the development of more equitable assessments were possible for the future. The Canadian Representative expressed approval of the fact that the scale was proposed for one year only. He repeated the importance which Canada attaches to the per capita principle of contributions but conceded that further implementation should be deferred until "new members are admitted or a substantial improvement in the economic capacity of existing members permits adjustments to be gradually absorbed in the scales". In this way, Canada wished to indicate its genuine desire to avoid shifting financial burdens to countries less able to pay, while nevertheless maintaining intact the per capita ceiling principle of sharing the costs of the United Nations.

### **Specialized Agencies**

As in the United Nations itself, Canadian Representatives on the Specialized Agencies continued to stress the need for a scale of contributions based on ability to pay. The Canadian opinion has been that the per capita principle is the closest approach to equity although exceptions have, of necessity, to be made at present because of post-war reconstruction efforts in several member states upon which the per capita principle would be a hardship until recovery is achieved. On the other hand, there is the desire of the United States not to be assessed at a rate higher than  $33\frac{1}{3}$  per cent of the total contributions. A resolution to this effect had been adopted by the United States Congress in July 1952. It will be seen from Appendix V that this  $33\frac{1}{3}$  per cent ceiling has been attained in the United Nations, UNESCO, and WHO.

The difficulty of applying the per capita contribution principle because of the necessity of reconciling it with other principles deemed to be intrinsic to a particular Agency's budget is exemplified in ICAO. Its Council reported to the ICAO Assembly that it was difficult if not impossible to reconcile the application of the per capita principle with the weight to be given to "interest and importance in civil aviation". The Assembly endorsed the Council's opinion that the introduction of the per capita principle "at this stage, before the assessment of the highest contributor reached the ultimate maximum of 33 1/3 per cent, would result in such a considerable readjustment of the scale of assessments as virtually to reverse the trend towards a stable scale; and that the per capita contribution should therefore continue to be considered only as an element to be evaluated by judgment".



## Appendix I

### Membership of the United Nations and Important United Nations Bodies at June 30, 1954.

#### United Nations

Afghanistan	Iran
Argentina	Iraq
Australia	Israel
Belgium	Lebanon
Bolivia	Liberia
Brazil	Luxembourg
Burma	Mexico
Byelorussian	Netherlands
S.S.R.	New Zealand
Canada	Nicaragua
Chile	Norway
China	Pakistan
Colombia	Panama
Costa Rica	Paraguay
Cuba	Peru
Czechoslovakia	Philippines
Denmark	Poland
Dominican	Saudi Arabia
Republic	Sweden
Ecuador	Syria
Egypt	Thailand
El Salvador	Turkey
Ethiopia	Ukrainian S.S.R.
France	Union of South
Greece	Africa
Guatemala	U.S.S.R.
Haiti	United Kingdom
Honduras	United States
Iceland	Uruguay
India	Venezuela
Indonesia	Yemen
	Yugoslavia

#### Security Council

<i>Permanent Members</i>	<i>Non-Permanent Members</i>
China	To serve until
France	December 31, 1954:
U.S.S.R.	Colombia
United Kingdom	Denmark
United States	Lebanon
	To serve until
	December 31, 1955:
	Brazil
	New Zealand
	Turkey

#### Economic and Social Council

To serve until December 31, 1954:	
Argentina	Cuba
Belgium	Egypt
China	France

To serve until December 31, 1955:

Australia	United States
India	Venezuela
Turkey	Yugoslavia

To serve until December 31, 1956:

Czechoslovakia	Pakistan
Ecuador	U.S.S.R.
Norway	United Kingdom

#### Trusteeship Council

Administering Trust Territories:

Australia	New Zealand
Belgium	United Kingdom
France	United States

Permanent Members of the Security  
Council Not Administering Trust  
Territories:

China	U.S.S.R.
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Elective Members:

To serve until December 31, 1955:  
El Salvador    Syria

To serve until December 31, 1956:  
Haiti    India

Italy, as an administering authority which is not a member of the United Nations, takes part without vote in the Council's deliberations concerning the trust territory of Somaliland and concerning general questions affecting the operation of the international trusteeship section.

#### International Court of Justice

The Court consists of fifteen judges elected by the General Assembly and the Security Council, proceeding independently. They serve nine years and are eligible for re-election. To provide for rotation, however, the Statute of the Court states that of the members elected at the first election, the terms of office of five judges should expire at the end of three years, and the terms of five more at the end of six years. The judges who were to serve the initial three and six-year periods were chosen by lot. The terms of office began on the date of election, February 6, 1946.

The present judges of the Court, in order of precedence, with the year their term of office ends, are as follows:

<i>Judge</i>	<i>End of Term</i>
Sir Arnold D. McNair, President, of the United Kingdom .....	1955

José Gustavo Guerrero, Vice-President, of El Salvador ..	1955
Alejandro Alvarez, of Chile ..	1955
Jules Basdevant, of France ..	1955
Green H. Hackworth, of the United States .....	1961
Bohdan Winiarski, of Poland ..	1958
Milovan Zoricic, of Yugoslavia	1958
Helge Klaestad, of Norway ..	1961
Abdel Hamid Badawi Pasha, of Egypt .....	1958
John E. Read, of Canada ....	1958
Hsu Mo, of China .....	1958
Levi Fernandes Carneiro, of Brazil .....	1955
E. C. Armand-Ugon, of Uruguay .....	1961
Feodor Ivanovich Kozhevnikov, of the U.S.S.R. <sup>1</sup> .....	1961

<sup>1</sup>Elected in 1953 to fill the unexpired term of Sergei A. Golunsky, of the U.S.S.R., who resigned. The vacancy left by the death of Sir Benegal Rau, of India, has not yet been filled.

#### Disarmament Commission

<i>Permanent Members</i>	<i>Non-Permanent Members</i>
Canada	To serve until
China	December 31, 1954:
France	Colombia
U.S.S.R.	Denmark
United Kingdom	Lebanon
United States	To serve until
	December 31, 1955:
	Brazil
	New Zealand
	Turkey

## Appendix II

Principal Meetings of the United Nations and Specialized Agencies, July 1953 to June 1954 and Canadian representation at the session of the General Assembly

#### General Assembly

*Eighth regular session*, New York, September 15-December 9, 1953 — Representatives: Chairman: the Hon. L. B. Pearson, Secretary of State for External Affairs; Vice Chairman, the Hon. Alcide Côté, Postmaster-General; Senator S. S. McKeen; D. M. Johnson, Permanent Representative of Canada to the United Nations; Dr. G. F. Davidson, Deputy Minister of Welfare.

#### Economic and Social Council

*Sixteenth session*, Geneva, June 30-August 5, 1953, and New York, November 30-December 7, 1953.

*Seventeenth session*, New York, March 29-April 30, 1954.

*Eighteenth session*, Geneva, June 29-August 6, 1954.

#### Trusteeship Council

*Twelfth session*, New York, June 16-July 21, 1953.

*Thirteenth session*, New York, January 28-March 26, 1954.

*Fourteenth session*, New York, June 2-July 16, 1954.

#### Food and Agriculture Organization

*Seventh session of the Conference*, Rome, November 23-December 11, 1953.

#### International Civil Aviation Organization

*Eighth session of the Assembly*, Montreal, June 1-14, 1954.

#### International Labour Organization

*Thirty-seventh session of the General Conference*, Geneva, June 2-24, 1954.

#### International Telecommunication Union

*Eighth session of the Administrative Council*, Geneva, May 2-June 1, 1954.

#### United Nations Educational Scientific and Cultural Organization

*Extraordinary session of the General Conference*, July 1-4, 1953.

#### Universal Postal Union

The Universal Postal Congress does not meet again until 1957.

#### World Health Organization

*Seventh World Health Assembly*, Geneva, May 4-22, 1954.

#### World Meteorological Organization

The Congress did not meet during this period.

## Appendix III

**Regular Administrative Budgets of the United Nations and  
Specialized Agencies<sup>1</sup> and Canadian Assessments**

Organization	Administrative Budgets			Canadian Assessments		
	1952	1953	1954	1952	1953	1954
	(Appropriations) <sup>2</sup> (Gross)					
	(In Thousands of United States Dollars) <sup>3</sup>					
United Nations.....	48,097	48,328	47,827	1,438	1,459	1,363
FAO.....	5,250	5,200	5,925	237	247	338
ICAO.....	3,266	3,259	3,200	128	139	137
ILO.....	6,300	6,301	6,557	239	257	261
ITU.....	1,214	1,229	1,478	30	43	41
UNESCO.....	8,718	9,018	9,461	319	302	335
UPU.....	336	462	418	9	12	11
WHO.....	9,078	9,833	8,963	260	269	268
WMO.....	272	360	360	7	7	7
	82,531	83,990	84,189	2,667	2,735	2,761

<sup>1</sup>Exclusive of the International Bank for Reconstruction and Development and the International Monetary Fund, whose operations are financially self-sustaining.

<sup>2</sup>For manner of arriving at net figure, see page 106 above.

<sup>3</sup>Because the budgets of most organizations are expressed in United States dollars all the amounts in the table are shown in that currency for purposes of comparison.



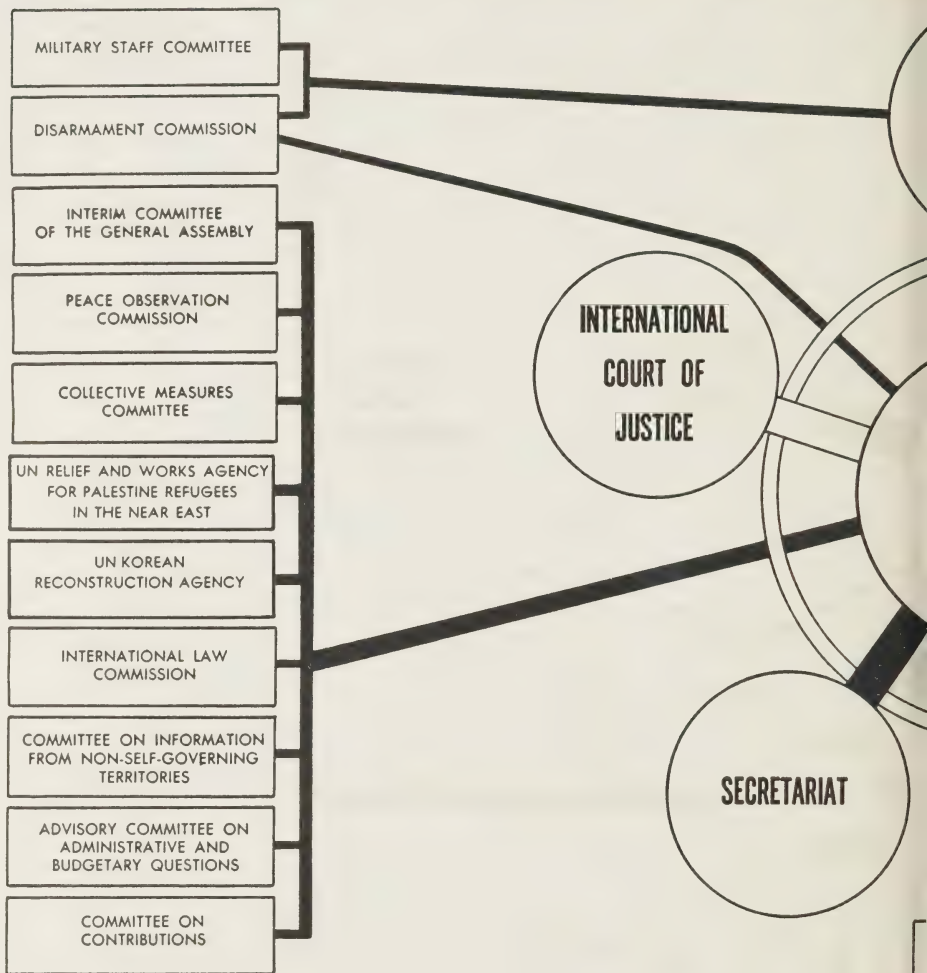
## Appendix IV

Budget Appropriations of the United Nations  
for the Financial Year 1954

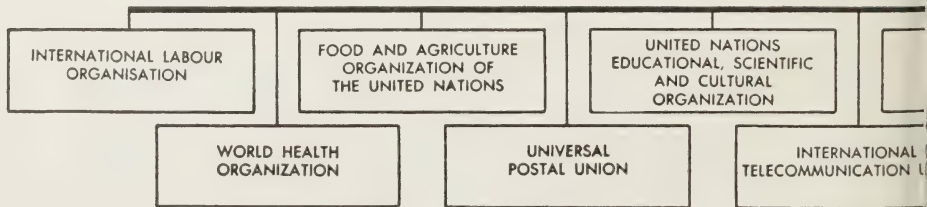
<i>Section</i>	<i>Dollars (US)</i>
1. The General Assembly, commissions and committees .....	541,750
2. The Security Council, commissions and committees .....	—
3. The Economic and Social Council, commissions and committees	164,180
(a) Permanent Central Opium Board and Narcotic Drug	
Supervisory Body .....	21,400
(b) Regional economic commissions .....	72,000
4. The Trusteeship Council, commissions and committees .....	50,000
5. Investigations and Inquiries .....	2,061,000
(a) United Nations Field Service .....	566,300
6. Executive Office of the Secretary-General .....	394,000
(a) Library .....	479,130
7. Department of Political and Security Council Affairs .....	758,500
8. Military Staff Committee Secretariat .....	136,900
9. Technical Assistance Administration .....	386,700
10. Department of Economic Affairs .....	2,263,700
11. Department of Social Affairs .....	1,704,000
12. Department of Trusteeship and Information from Non-Self- Governing Territories .....	938,400
13. Department of Public Information .....	2,713,400
14. Legal Department .....	460,300
15. Conference and general services .....	9,399,700
(a) United Nations Postal Administration .....	143,400
16. Administrative and financial services .....	1,590,000
17. Common staff costs .....	4,478,000
18. Common services .....	3,786,800
19. Permanent equipment .....	176,400
(a) Improvements to premises .....	565,000
20. European Office of the United Nations (excluding direct costs, Joint Secretariat of the Permanent Central Opium Board and Drug Supervisory Body) .....	4,627,200
Joint Secretariat of the Permanent Central Opium Board and Drug Supervisory Body .....	53,800
(a) Office of the United Nations High Commissioner for Refugees .....	685,000
21. Information Centres (other than the information services, European Office of the United Nations) .....	877,400
22. Economic Commission for Asia and the Far East .....	1,123,900
23. Economic Commission for Latin America .....	958,700
24. Hospitality .....	20,000
25. Official Records (including Permanent Central Opium Board and Drug Supervisory Body) .....	730,800
26. Publications .....	734,970
27. Social activities .....	768,500
28. Economic development .....	479,400
29. Public administration .....	145,000
30. Transfer of the assets of the League of Nations to the United Nations .....	649,500
31. Amortization of the Headquarters construction loan .....	1,500,000
32. The International Court of Justice .....	621,980
Grand Total .....	47,827,110

# **The Structure of the United Nations**

# P R I N C I P A L O R G A N S

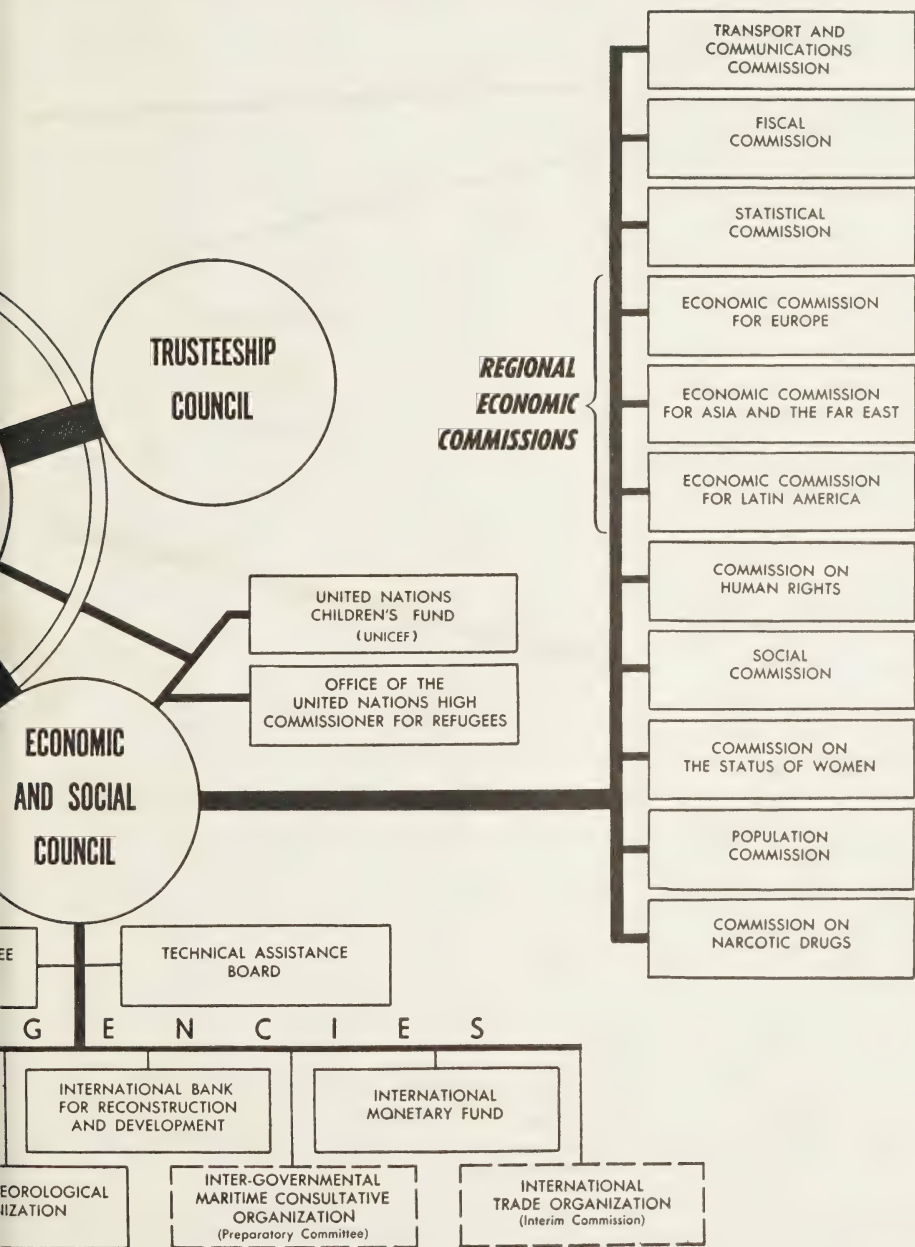


## S P E C I A L I Z E





# SUBSIDIARY BODIES\*



## Appendix V

Percentage Scale of Contributions to the United Nations  
and Certain Specialized Agencies for the Fourteen Main  
Contributing Countries

Fiscal year 1954

	United Nations	FAO	ICAO <sup>1</sup>	ILO	UNESCO	WHO <sup>1</sup>	WMO <sup>1</sup>
United States of America	33.33	30.00	28.86	25.00	33.33	33.33	11.68
United Kingdom.....	9.80	10.52	9.60	12.79	11.04	10.59	6.32
U.S.S.R.....	14.15	—	—	—	—	5.85 <sup>2</sup>	4.38
France.....	5.75	7.51	6.16	7.49	6.17	5.54	4.87
China.....	5.62	—	0.65	3.04	6.03	5.54 <sup>2</sup>	2.43
India.....	3.40	4.56	3.52	4.13	3.70	3.00	3.12
Canada.....	3.30	5.71	5.41	3.98	3.54	2.97	2.43
Australia.....	1.75	2.07	3.37	2.35	1.88	1.44	2.43
Sweden.....	1.65	1.97	2.01	2.17	1.77	1.88	2.29
Argentina.....	1.40	1.60	2.07	2.18	1.55	1.71	2.43
Brazil.....	1.40	1.71	2.53	2.22	1.55	1.71	2.43
Belgium.....	1.38	1.77	1.94	1.72	1.47	1.24	2.29
Netherlands.....	1.25	1.26	2.53	1.37	1.34	1.29	2.29
Union of South Africa..	0.78	0.77	1.23	1.28	0.89	1.03	2.29

The International Monetary Fund and the International Bank for Reconstruction and Development are omitted from the above table since they are not financed by contributions. Also omitted are the Universal Postal Union (the members of which, for purposes of determining contributions belong to one of six classes ranging from one unit to twenty-five units), and the International Telecommunication Union (whose members are divided into eight groups ranging from one unit to thirty units), as the method of assessment used by these organizations does not offer a basis of comparison with the scales of contributions of the other Agencies.

<sup>1</sup>These Agencies use the unit method of allocating their expenses among member states. For purposes of comparison the units have been changed to percentages.

<sup>2</sup>The U.S.S.R. and China no longer consider themselves members of WHO, but are still regarded as members by the Agency.

## Appendix VI

## United Nations Documents

Printed documents of the United Nations may be obtained in Canada at the following addresses: Agents: the Ryerson Press, 299 Queen St. W., Toronto; Periodica, 4234 De La Roche, Montreal. Sub-Agents: Book Room Ltd., Chronicle Building, Halifax; McGill University Bookstore, Montreal; University of Montreal Bookstore, Montreal; Les Presses Universitaires Laval, Quebec; University of Toronto Press & Bookstore, Toronto; University of British Columbia Bookstore, Vancouver. Mimeographed United Nations documents are available to the general public by annual subscription from the United Nations Secretariat, New York; and to university staffs and students, teachers, libraries and non-governmental organizations from the United Nations Department of Public Information, New York.

Complete sets of United Nations documents may also be consulted at the following centres in Canada:

University of British Columbia (English printed and mimeographed documents).

Provincial Library of Manitoba (English printed and mimeographed documents).

University of Toronto (English printed and mimeographed documents).

Library of Parliament, Ottawa (English and French printed documents and English mimeographed documents).

McGill University (English printed and mimeographed documents).

Laval University (French printed documents).

Dalhousie University (English printed and mimeographed documents).

University of Montreal (French printed documents).

Canadian Institute of International Affairs, Toronto (English printed and mimeographed documents).

## Appendix VII

### Publications of the Department of External Affairs

The following is a list of publications relating to the United Nations and the Specialized Agencies, issued by the Department of External Affairs during 1953 and 1954.

1. *Canada and the United Nations*, 1952-1953, 104 pp.; printed, Queen's Printer, Ottawa, Canada; 50 cents. (Out of print.) (Editions for the years 1947, 1948, 1949, 1950 and 1951-52 are still available from the Queen's Printer at 50 cents each.)

2. *Statements and Speeches*

(Obtainable from the Information Division,  
Department of External Affairs, Ottawa.)

53/34 Canada's Position on Korea.

53/37 Statement at Eighth Session of the General Assembly of United Nations.

53/40 An Assessment of the United Nations.

53/41 United Nations Day.

53/45 Technical Assistance Conference.

53/48 Disarmament Commission.

53/49 Measures to Reduce International Tension.

54/23 Canada and the United Nations.

54/35 Disarmament Conference.

3. *Supplementary Papers*

(Obtainable from the Information Division,  
Department of External Affairs, Ottawa.)

A large number of statements made at the General Assembly appear in this series. They deal mostly with specialized subjects and supplement information found in the Statements and Speeches series.

4. *External Affairs*

Monthly bulletin of the Department of External Affairs. Obtainable from the Queen's Printer, Ottawa, annual subscription \$1.00 per year, students 50 cents. Most issues contain a section on current developments in the United Nations and the Specialized Agencies. In addition, special articles on subjects relating to the United Nations and Specialized Agencies appear from time to time.





















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